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ABSTRACT

Covering the full spectrum of migrant labor activity directly related to improving the farmworkers' well-being, the report presents an overview of the different facets of migrant labor activity in Texas and makes recommendations specifically directed at alleviating many of the educational, employment, health, housing, and social service related problems experienced by migrant and seasonal farmworkers. The recommendations included that: the Texas Education Agency (TEA) increase its efforts to identify and recruit eligible migrant children at the pre-school and kindergarten levels; TEA implement additional tutorial, counseling, and supplementary instructional programs as a means to reduce dropout rates among migrants; the feasibility of implementing career education concepts in migrant settings on an inter and intra-state basis be explored; instruction continuity be a major goal of Federal and State educational agencies serving migrant and seasonal farmworkers; the Texas Employment Commission seek additional funds to expand their scope of services in rural areas with high unemployment and large migrant and seasonal farmworker populations; Federal agencies strive to improve coordination of services and make special efforts to service migrant laborers by re-examining housing loan criteria; and social service agencies implement aggressive out-reach programs to reach needy farmworker families, especially in rural and semi-rural areas. (NQ)

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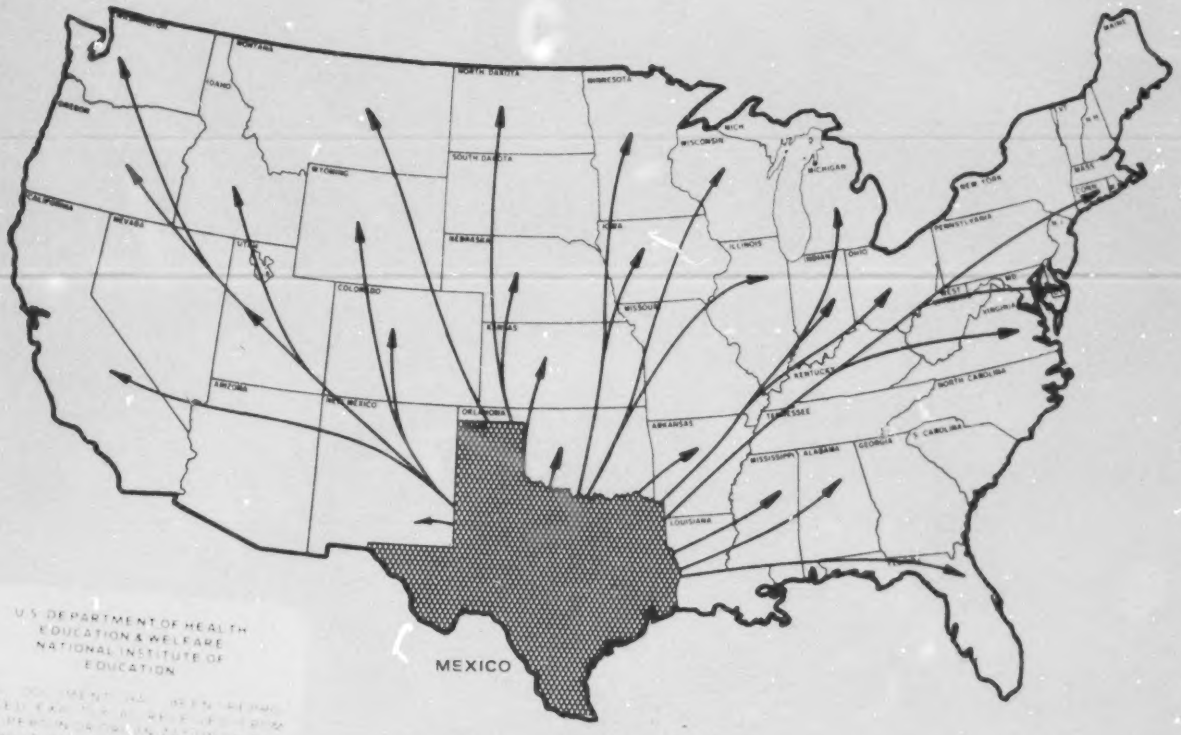
# TEXAS MIGRANT LABOR: A SPECIAL REPORT

Submitted to the Governor and Legislature

1977

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# TEXAS MIGRANT LABOR: A SPECIAL REPORT

To The

Governor and Legislature

Submitted By

GOOD NEIGHBOR COMMISSION OF TEXAS

Austin, Texas
1977

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GOOD NEIGHBOR COMMISSION
OF TEXAS

MANUEL C. GARZA
EXECUTIVE DIRECTOR

AUSTIN, TEXAS 78711

The Honorable Dolph Briscoe, Governor of Texas
Members of the Legislature, State of Texas

Gentlemen:

The Good Neighbor Commission of Texas in compliance with the provisions of Section 4, House Bill No. 468, 50th Legislature, hereby transmits TEXAS MIGRANT LABOR: A SPECIAL REPORT for your consideration.

This report is essentially related to the Commission's legislative charge of "coordinating the work of the federal, state and local government toward the improvement of travel and living conditions of migrant laborers in Texas." The report presents an overview of the different facets of migrant labor activity in the state of Texas and makes recommendations specifically directed at alleviating many of the educational, employment, health, housing, and social service related problems experienced by migrant and seasonal farmworkers on a day-to-day basis. The Commission hopes the recommendations will provide useful information for consideration by appropriate local, state, and federal entities in their development of programs and actions to meet migrant farmworker needs.

The Good Neighbor Commission expresses its sincere appreciation to the many cooperating agencies and individuals who have worked closely with our staff. The succeeding pages show that most of the migrants' problems do not have ready or pat solutions. However, with the support of our state's leadership and the continued cooperation of federal, state, and local agencies, many of the recommendations contained herein can be implemented.

Sincerely yours,

Manuel C. Garza

Manuel C. Garza
Executive Director

## ACKNOWLEDGEMENTS

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Governor's Office of Migrant Affairs

National Migrant Health Referral Project

Greater South Texas Cultural Basin Commission

Advisory Council for Technical Vocational Education

The Good Neighbor Commission would like to express special appreciation to the following groups who have also participated on the Inter-Agency Task Force and have provided information for this report.

Center for the Study of Human Resources, University of Texas, Austin, Texas

Texas A & M University
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Associated City County Economic Development Corporation of Hidalgo County
Edinburg, Texas

Economic Opportunities Development Corporation of Bexar County & San Antonio
San Antonio, Texas

Manpower, Education and Training, Inc.
Cleveland, Texas

Community Action Council of South Texas
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TABLE OF CONTENTS

SUMMARY OF RECOMMENDATIONS.....1

INTRODUCTION.....11

Nature and Scope of Recommendations.....11
Role of the Commission.....13
The Texas Migrant Laborer - An Overview.....17

EDUCATION.....27

Pre-School, Kindergarten and Elementary (1-6).....30
Secondary School Programs for Migrant Youth.....31
Post-Secondary and Adult Education.....33
Interstate Cooperation.....35

MANPOWER AND EMPLOYMENT.....41

State Employment and Recruiting Services.....45
Migrant Manpower Training Programs.....48
Employment Protection and Benefits.....52
Border Development Problems.....54

HEALTH.....61

Safety and Health Practices.....62
Health Manpower.....64
Health Care Systems.....66

HOUSING.....73

Home-Based Housing.....75
Labor Camp Housing.....77
Rest Stops for Migrants.....78

SOCIAL SERVICES.....81

Identification of Farmworkers.....85
Service Planning and Delivery.....87

APPENDICES.....91

Appendix A - Texas Migrant Education Program.....91
Appendix B - Participation of Districts.....93
Appendix C - Participation Trends.....95
Appendix D - Crops by Areas in Texas.....97
Appendix E - Recommendations/Resolutions.....99
Appendix F - Texas Migrant Health Projects.....104

## EDUCATION

1. Pre-School, Kindergarten, and Elementary (1-6)

   . The Texas Education Agency should increase its efforts to identify and recruit eligible migrant children at the pre-school and kindergarten levels.

   . The Legislature should appropriate funds to the Texas Education Agency to extend bilingual education through the sixth grade.

   . The Texas Education Agency and local school district participating in the Texas Child Migrant Program should develop curriculum material which enhances a migrant child's self-image and self-esteem.

2. Secondary School Programs for Migrant Youth

   . The Texas Education Agency should implement additional tutorial, counseling, and supplementary instructional programs as a means to reduce dropout rates among migrants. Pilot programs such as the Migrant Attrition Prevention Program (MAPP) should be evaluated and implemented if successful.

   . The Texas Education Agency and local school districts should insure that academic preparation, as well as occupational training opportunities, are made equally available to all migrant youth in secondary school settings.

   . The Texas Child Migrant Program and the Career Education Division of the Texas Education Agency should explore the feasibility of implementing career education concepts in migrant settings on an inter and intrastate basis.

   . The Texas Education Agency and local school districts should provide career counseling and guidance activities as an integral part of all migrant education settings, especially at the secondary level.

   . The Legislature should appropriate a minimum of $275 million for vocational education to the Texas Education Agency for the 1978-79 biennium. The Texas Education Agency should vigorously pursue federal, bilingual vocational education funds.

3. Post Secondary and Adult Education

. The U. S. Office of Education should provide additional funds to expand the HEP and CAMP programs in Texas. Additional HEP programs should be established in areas having migrant populations and existing college facilities such as Laredo, San Antonio and Lubbock.

. The Texas Education Agency should explore the possibility of using Title I, ESEA migrant funds to implement college level programs for migrants such as the California Mini-Corps Program.

. The Texas Education Agency, Division of Adult Education, should intensify its outreach efforts to identify and recruit migrant adults (males and females) into its adult basic education and vocational education programs in areas having large migrant concentrations. TEA should also diversify its vocational education programs to attract more migrant adults into their program.

. The Legislature should appropriate general revenue funds to the Texas Education Agency and other agencies serving migrant adults for bilingual education and bilingual vocational education. The Texas Education Agency should adopt a state plan for the implementation of bilingual vocational education.

. The state of Texas should make special efforts to develop and pilot post-secondary programs for migrant youth and migrant adults.

4. Interstate Cooperation

. The U.S. Office of Education should make special considerations in the allocation and use of Elementary and Secondary Education Act (ESEA) Title I migrant funds across state lines. Programs operating across state lines should have the flexibility to use these funds in a manner which will maximize services to migrants.

. Continuity of instruction should be a major goal of federal and state educational agencies serving migrant and seasonal farmworkers. TEA should take the lead in pursuing this goal.

. The efforts of the Education Commission of the State's Interstate Migrant Education Task Force should be supported by the state of Texas. A wider representation of persons dealing with the problems of migrants should be included on the Texas Adhoc Committee of the Education Commission of the States (ECS). ECS should address the full spectrum of the migrant educational system, including adult education.

MANPOWER AND EMPLOYMENT

1. State Employment and Recruiting Services

. The Texas Employment Commission should seek additional funds to expand their scope of services in rural areas with high unemployment and large populations of migrant and seasonal farmworkers.

. The Texas Employment Commission should continue to staff its San Antonio, Corpus Christi, San Angelo, and Amarillo District offices with migrant and outreach workers and implement aggressive outreach techniques to serve migrant and seasonal farmworkers.

. The Texas Employment Commission, CETA prime sponsors, adult education programs, and vocational training institutions should continue to improve and expand coordination efforts in order to more effectively utilize available resources.

. The Texas Employment Commission should develop cooperative agreements with CETA programs and other educational institutions in rural areas to provide job orientation and job information to facilitate the school-to-work, rural-to-urban transition of rural youth and adults wishing to enter urban labor markets; special emphasis should be placed on migrant and seasonal farmworker youth.

2. Migrant Manpower Training Programs

. All CETA and employment related programs which serve migrant and seasonal farmworkers should implement aggressive outreach efforts to insure that eligible migrant family households are aware of all services available to them and that equal access to such programs and services are provided.

. All CETA prime sponsors should be required to provide documentation that their programs are coordinated with educational institutions, adult education co-ops and business.

. All CETA programs serving the disadvantaged should incorporate strong career counseling components into their educational and training structures. CETA manpower programs should continue to focus on providing basic skills training as well as on providing total career development opportunities for the migrant and seasonal farmworker.

- Local program operators should set up multi-service centers to reduce "red tape" and facilitate referrals and services to eligible applicants.

- Older adults, migrant women, migrant youth who have left school, and migrant youth who are still in school but are prime dropout candidates should receive special emphasis by manpower training programs.

- Longitudinal studies should be conducted by the Texas Employment Commission to determine future trends in the supply and demand of migrant labor and to develop successful strategies which can address the immediate problems of the farmworker.

3. Employment Protection and Benefits

- All efforts should be made to include farmworkers under protective employment legislation available to other occupational groups.

- The U. S. Congress and Texas Legislature should review needed resources for enforcing existing protective legislation for farmworkers and appropriate additional monies to the appropriate regulatory agency. Enforcement mechanisms and record of enforcement of farmworker laws should be continually assessed.

- The Texas Legislature should strongly consider the passage of H.B. 189, Workmen's Compensation for Farmworkers, and other such legislation designed to improve the working conditions of Texas farmworkers.

4. Border Development Problems

- Any legislation calling for the reinstitution of the Bracero Program should be carefully evaluated and discussed with the states to be affected to insure that the interests of farmworkers are adequately safeguarded.

- The Economic Development Administration should direct Economic Adjustment Grants under Title IX and Local Public Works funds under Title I to border areas.

- All federal agencies should give consideration and high priority to long range programs aimed at providing relief to the critical socio-economic problems found in the borderlands. Migrant and seasonal farmworker needs should be given special consideration in the allocation of funds.

. The Department of Labor should make additional CETA funds available to meet immediate short-term manpower and human services needs in border and surrounding counties which experience high unemployment rates.

. The Small Business Administration should provide low interest loans and loan guarantees to help border commercial enterprises stay in business or to reopen those forced to close down as a result of the peso devaluation.

. The United States should discuss joint programs and strategies with Mexico for border development including direct foreign aid for the creation of jobs. Reassessment of our trade and tariff policies should be included also.

. Texas should work with other U.S. border states toward the development of unified policies and to provide input into national policies which affect them.

. The Executive Office and Congress should introduce and support legislation for the establishment of a U.S. - Mexico Border Commission for joint consideration and action on problems and opportunities which affect the economic and social health of our border regions.

## HEALTH

### 1. Safety and Health Practices

. The Occupational Safety and Health Administration (OSHA) within the Department of Labor should strenuously enforce agricultural safety and health standards.

. The Occupational Safety and Health Administration should work with the Environmental Protection Agency to protect farmworkers from the dangers of pesticides through the development of a reporting system on the number of injuries suffered due to pesticides exposure, and through the requirement of reentry standards (i.e. the time period needed after a pesticide has been used until it is safe to pick the crop).

. The Inter-Agency Task Force on Migrant Labor should form a working group to initiate the development of a Texas sanitation law similar to the federal OSHA law.

. A state conference on Migrant Farmworker Health Care should be held on an annual basis and its proceedings should be widely disseminated among health care providers, appropriate state/federal agency administrators, and legislators.

. The Texas Water Development Board and the Texas Water Quality Board should assess water supply and sewage disposal needs in the "colonias" of the Rio Grande Valley and assist in providing access to a safe water supply and an adequate sewage treatment system.

2. Health Manpower

. The Legislature and state supported universities should take necessary actions to increase the utilization of mid-level health practitioners to meet the health needs in health manpower shortage areas.

. The Legislature should appropriate $1.2 million for the '78-'79 Biennium to the State Rural Medical Education Board for loans to medical students agreeing to practice in rural areas.

. The Texas Education Agency and the Texas College and University System Coordinating Board should explore the utilization of the California Medi-Corps concept as a means of providing new career opportunities for migrant youth and in increasing the number of health-related personnel who are sensitive to the needs of the farmworker family.

3. Health Care Systems

. The Department of Health, Education and Welfare and the Department of Labor should consider and pilot various health care approaches for migrant farmworkers such as the Laredo "fee for service plan" and the "Pre-Paid plan" utilized by Su Clinica Familiar.

. Increased appropriations should be requested for funding migrant health clinics by the Department of Health, Education and Welfare.

. The National Migrant Health Referral Project should request the necessary funds and take appropriate actions to have all migrant health providers utilize and participate in their program.

. The Good Neighbor Commission and other state agencies should initiate more effective communication and coordination with Mexico on mutual health related issues such as health insurance, communicable disease control, and professional exchange of information.

A federal task force, chaired by the Department of Health, Education and Welfare, should develop and implement a national farmworker-health policy.

## HOUSING

### 1. Home-Based Housing

. Federal agencies such as the U.S. Department of Agriculture, the U.S. Housing and Urban Development, the Economic Development Administration, and the Farmer's Home Administration should strive to improve coordination of services and make special efforts to serve migrant and seasonal farmworkers by re-examining loan criteria.

. The Texas Department of Community Affairs should fund or assist in funding county housing coordinators in rural counties with a high proportion of migrant and seasonal farmworkers. These local housing plans should then be integrated with state housing plans to provide a coherent and logical planning process at the state and local level.

. The number of housing specialists in the Texas Department of Community Affairs should be increased to provide developmental assistance on grant and loan packaging and general housing information to local housing coordinators.

### 2. Labor Camp Housing

. The Texas Department of Health Resources should continue to aggressively enforce state farm labor housing laws in order to protect the health and safety of the migrant and seasonal farmworker in Texas.

. The Texas Department of Community Affairs Housing Division should hire at least one housing development coordinator who is trained in the complexities of migrant farm labor housing.

. The Inter-Agency Task Force on Migrant Labor, the Texas Department of Health Resources' Migrant Camp Inspection Program, the Texas Department of Community Affairs, and other state agencies concerned with migrant affairs, should work jointly to develop a long range plan for migrant labor housing development in Texas.

### 3. Rest Stops for Migrants

. The Legislature should appropriate funds to the Texas Employment Commission to establish several migrant farm

labor rest stop centers patterned after the Hope, Arkansas Migrant Farm Labor Center and be strategically located to accommodate the various migrant streams leaving from and returning to Texas.

SOCIAL SERVICES

1. Identification of Farmworkers

. Federal agencies should review their legislative mandate and policies to insure that migrants and other farmworkers are not inadvertently excluded from any service program.

. Federal and state agencies should realign their administrative regulations and eligibility criteria to facilitate overall delivery of services to migrants.

. The President of the United States should establish a task force at the federal level to develop a uniform definition for migrant and seasonal farmworkers. This definition should be utilized in program eligibility criteria by all federal agencies.

2. Service Planning and Delivery

. Service providers should include components in their programs to provide referral and follow-up for the continuity of services to farmworkers as they migrate from their home-base to work destinations in other states.

. Social service agencies should implement aggressive outreach programs to reach needy farmworker families, especially in rural and semi-rural areas.

. State agencies and local providers should make special efforts to encourage the use of voluntary consumers as outreach workers in their own communities by identifying, recruiting, and training such individuals in outreach techniques. In addition, persons from migrant communities should be given the opportunity to explore careers in the many social services occupations in local, state, and federal agencies.

. Coordination and communication among service providers should be expanded and improved through local initiatives and existing coordinating mechanisms such as the Interregional Committee on Migrants, the Inter-Agency Task Force on Migrant Labor, and the State Inter-Agency Council on Health and Human Resources.

. The Legislature should establish a committee or study group to review the problems of Texas migrant and seasonal farmworkers and develop legislative actions and proposals to insure coordination of state services and programs to farmworkers. The establishment of a framework at the state level to develop a state plan for the coordinated planning and delivery of services to migrant and seasonal farmworkers should be included.

[illegible]

# INTRODUCTION

The Good Neighbor Commission (GNC) of Texas presents through this special report, recommendations in a summarized form for improving the economic and social welfare of the migrant farmworker family and for providing alternative career opportunities to those desiring to leave the migrant stream. This report is based on the Commission's continuing inter and intra - state activities, and resulting information from a Statewide Conference on Migrant Affairs hosted earlier this year, the GNC Inter-Agency Task Force on Migrant Labor, and the eleven-state federal Inter-Regional Committee on Migrants.

## Nature and Scope of Recommendations

The recommendations focus on education, social services, health, housing, manpower training and employment. The Commission has concentrated on those areas which can have the greatest impact on improving the socio-economic condition of the migrant and seasonal farmworker. Some of the recommendations and issues presented here are not new, others remain unaddressed. They are not the panacea to the problems of the farmworker in Texas. However, these recommendations are made based on the acknowledgement that migrant farmworkers will continue to be a part of the American agricultural economy for the foreseeable future. Furthermore, this group will continue to be confronted with major social and economic problems whose resolution depends on actions which specifically address the unique needs of the farmworker.



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The recommendations take into consideration past, current, and future developments in the area of migrant labor which indicate the following trends:

* Texas will continue to be the major supplier of migrant agricultural labor for the nation;

* Closer coordination and cooperation between programs serving farmworkers is a major key to solving many of their problems;

* Enforcement of current legislation is critical in order to protect and improve the living, working, and traveling conditions of the migrant and seasonal farmworker in Texas;

* The development and implementation of legislation for the improvement of living and working conditions for migrants in Texas remains a priority;

* Migrant farmworkers will continue to be displaced from farm and agriculturally related jobs;

* Migrant farmworkers who want to leave the migrant stream have limited alternative career opportunities;

* The federal government will continue to focus on the needs of the migrant and seasonal farmworker, but will seek direction from the states; and

* Effective state mechanisms are necessary to insure that government resources are effectively and efficiently used.

It is imperative that available resources be utilized in a manner which will provide migrant families with a reasonable opportunity to become economically self-sufficient, function more effectively in society, and thus enjoy a better quality of life. The primary focus of this report is to provide information to the Governor, the Legislature, and other federal, state and local policy makers for their consideration in dealing with the complex problems of the Texas migrant population.

Role of the Commission

The Good Neighbor Commission of Texas was organized under a federal grant in 1943 and funded by legislative appropriations in 1947. In 1957, the state of Texas created the Texas Council on Migrant Labor and charged it with coordinating the efforts of federal, state and local units toward the improvement of travel and living conditions of migrant laborers in Texas. In 1965, all powers and duties of the Texas Council on Migrant Labor were transferred to the Good Neighbor Commission.[1]

The GNC, in addition to "coordinating the work of federal, state and local governmental units toward the improvement of travel and living conditions of migrant laborers in Texas," was directed to:

(1) Develop specific programs in coordination with individual state agencies which will improve travel and living conditions of migrant laborers;

(2) Analyze federal and state rules and regulations affecting migrant labor and to formulate legislative proposals for needed action and new programs;

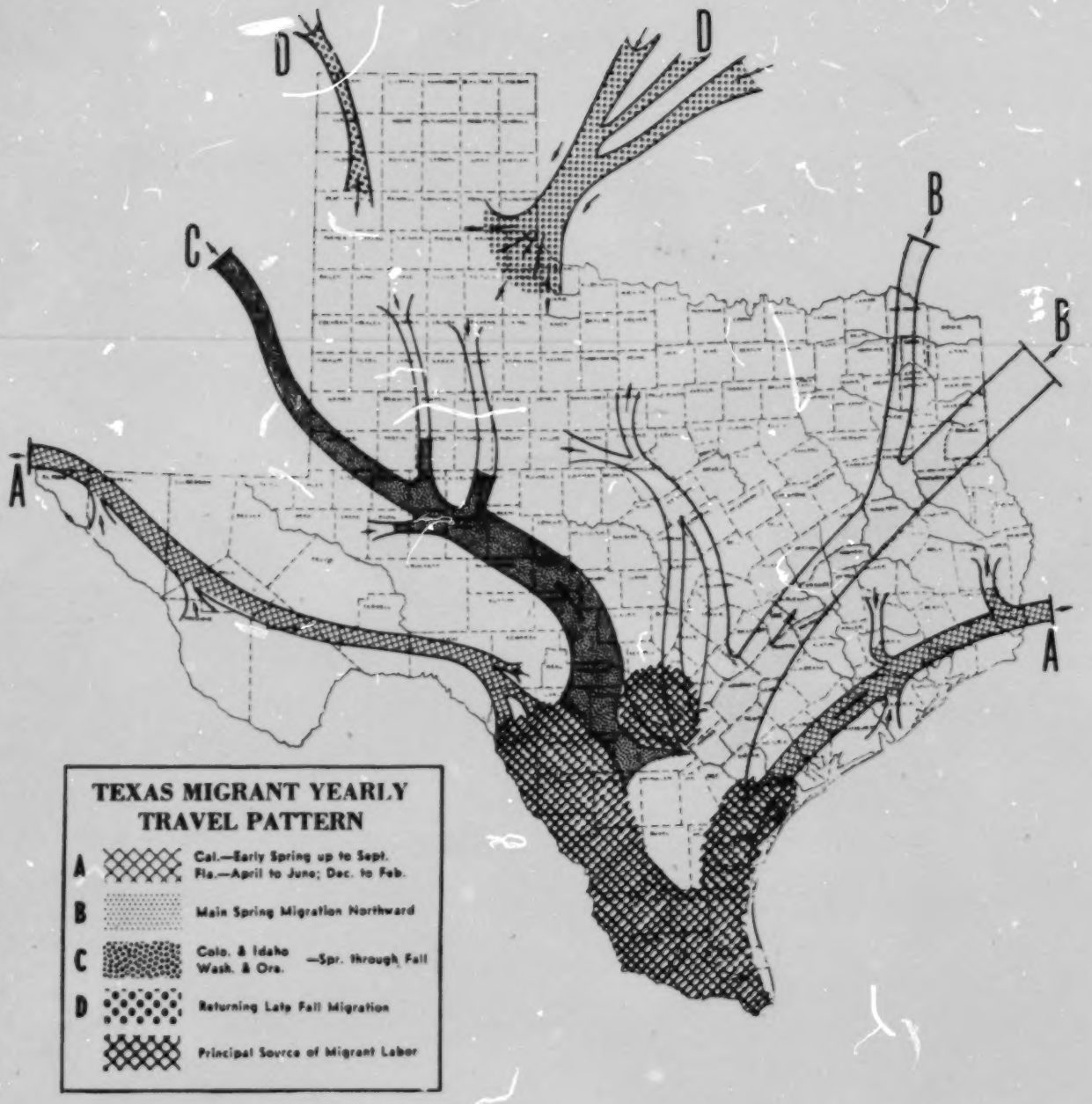
(3) Survey conditions and study problems related to migrant labor in Texas;

(4) Advise and consult with local governmental units, and with interested groups and organizations concerning matters affecting migrant labor; and

(5) Report to the Governor and the Legislature annually, or more frequently if deemed necessary, on developments.

It should be noted that there are an estimated 200 agencies and organizations scattered across the 262,840 square miles encompassing the state of Texas which deliver some type of service to the farmworker. The task of coordinating these programs so as to improve or expedite

the delivery of services to those farmworkers who need assistance becomes rather formidable. In its efforts to implement is legislative mandate, the Commission, at the request of the Governor, established the Inter-Agency Task Force on Migrant Labor in 1970. The purpose of the Task Force is to investigate migrant farmworker needs and to facilitate coordination among programs and agencies. The GNC continues to act as a catalyst at the state level on matters concerning migrant program operations in Texas an in identifying ways to make governmental programs more responsive to farmworker needs.


D
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TEXAS MIGRANT YEARLY TRAVEL PATTERN
A
Cal.—Early Spring up to Sept.
Fla.—April to June; Dec. to Feb.
B
Main Spring Migration Northward
C
Colo. & Idaho
Wash. & Ore.
—Spr. through Fall
D
Returning Late Fall Migration
Principal Source of Migrant Labor

# THE TEXAS MIGRANT LABORER - AN OVERVIEW

From our nation's 2,264 million acres of land, we feed, clothe, and house over 200 million people. Food is man's fuel and without it he simply cannot exist or function. As a consumer item, food may be one of the best bargains on the market, but an exorbitant social cost is exacted as part of the bargain. This is the cost of human misery suffered by the migratory farmworkers who help plant, cultivate, harvest, and process our seasonal crops.

Texas continues to be the home-base for the largest single group of migrant and seasonal farmworkers serving American agriculture. Each year, operators of farms, orchards, and nurseries across the United States vitally depend upon these "nameless and faceless" people to perform the difficult tasks of agricultural work. In Texas, these farmworkers are mostly Mexican Americans (95%) who are poor, undereducated, ill-housed, poorly nourished, and do not have the skills to take advantage of other employment opportunities.

The following statistics reflect the socio-economic status of the migrant and seasonal farmworkers:

(1) Annual median income per household in Texas is less than $4,000.

(2) Migrant children have a school dropout rate estimated to be between 80 to 90 percent.

(3) The average educational attainment level in Texas for the general population is 12.2; it is six years or less for migrant and seasonal farmworkers.



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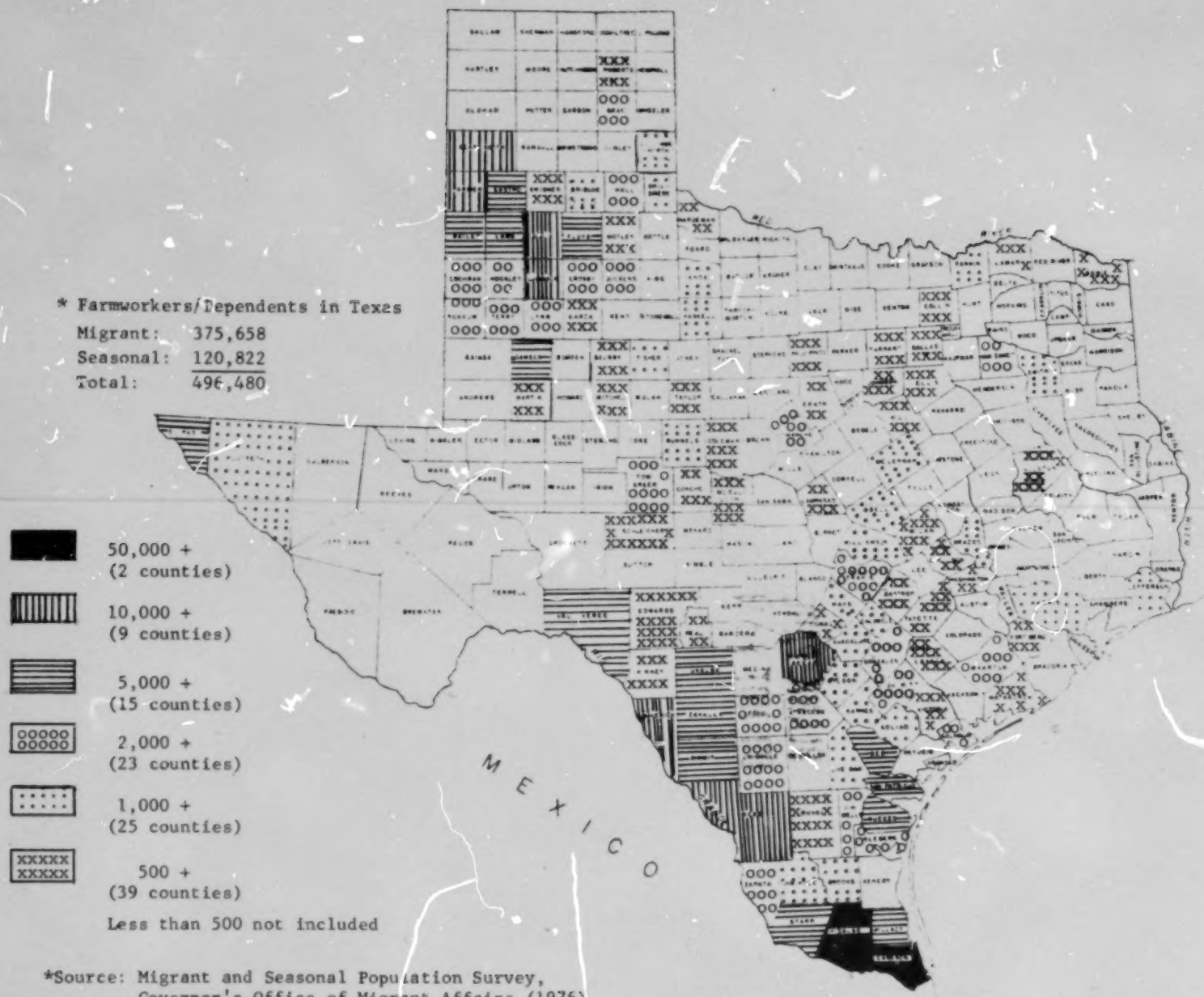
(4) Mortality rates for tuberculosis and other infectious diseases among migrants are 2.5 times the national rate, and infant mortality rates are 25 percent higher than the national rate.

(5) The counties of Cameron, Hidalgo, and Starr have a large farmworker labor force population many of whom live in overcrowded housing (up to 34.5 percent in Hidalgo County) and in households with inadequate plumbing (up to 41.9 percent in Starr County).

According to the 1976 Migrant Population Survey, there are 85,600 migrant and seasonal farmworker households in Texas containing an estimated 496,000 farmworkers and dependents whose geographic dispersion is shown in Figure 1. A migratory agricultural worker has been defined as "a person who occasionally or habitually leaves his place of residence on a seasonal or other temporary basis to engage in ordinary agricultural operations or services incident to the preparation of farm commodities for the market in another locality in which he resides during the period of such employment".[1] Seasonal farmworkers also engage in temporary agriculturally related work, generally for periods not exceeding six months, but do not change their residency to obtain work. Migrant farmworkers in Texas fall in several categories which are not mutually exclusive. There are interstate and intrastate migrant farmworkers. Interstate migrants leave the state to work while intrastate migrants work in different areas within the state.

The migrant farmworker travels out of economic necessity because stable employment and sufficient earnings are unavailable to him in his home-based area. In most cases, agricultural labor is all that he knows




*Source: Migrant and Seasonal Population Survey, Governor's Office of Migrant Affairs (1976)

FIGURE 1

Geographic Distribution of the Migrant and Seasonal Farmworker Population in Texas

and all that is available to him that he can turn to for a livelihood--wherever it may be located. Migrants begin their annual trek northward in the early spring, moving from harvest to harvest, state to state. Peak employment in most areas usually occurs in August.

It is impossible to have an understanding of the problems of the migrant agricultural worker unless there is some knowledge of his characteristics and background, and of the circumstances under which he lives and works. The interrelationship of poverty, illiteracy, health needs, and other problems which are a part of the migrant's life, combine and mutually make his plight self-perpetuating. Moreover, the technological revolution which has been taking place in agriculture continues to displace thousands of people who are willing and need to work.

Adding to their socio-economic dilemma is the fact that farmworkers are generally excluded from some federal and state laws concerning fair labor practices, minimum wage laws, and collective bargaining.[2] Because of their mobility, many farmworkers are often subject to administrative exclusions in the delivery of much needed social services. Although there have been improvements in the delivery of services to migrants and seasonal farmworkers, many farmworkers remain suspicious and distrustful of the very agencies that are designed to assist them. Many others refuse to participate in such programs because of the demeaning attitude attributed to "welfare and public assistance." The few laws designed to protect farmworkers sometimes are not enforced adequately because of the lack of resources available to <u>enforce</u> such laws.



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Of more immediate concern to the farmworker is the changing nature of the labor market due to increased mechanization in harvesting and processing crops. Also impacting on the farm labor market has been the tremendous influx of alien labor over the past few years. While agricultural jobs dwindle, competition for the few available jobs continues to increase. The Texas Employment Commission estimates that between 1970 and 1980 there will be a 40 percent decrease in the farmworker occupational category, reducing jobs from 249,800 in 1970 to 127,000 in 1980.[3] This does not mean that the need for farmworkers will be eliminated; farmworkers will continue to serve the agricultural sector, although in lesser numbers for the foreseeable future. But the implication of this curtailment is clear: there will be an increasing number of displaced farmworkers in this country, and the state of Texas, having a significant number of migrant and seasonal farmworkers, will feel the major brunt of unemployment among this subgroup unless current efforts to assist the displaced farmworkers are successful in providing alternative occupational choices.

Perhaps the one common thread among farmworkers is their inability to exercise control over their destinies. Farmworkers are continually at the mercy of persons or events over which they have no power to control such as crewleaders, employers, acts of nature, legislation, economic fluctuations, and socio-political developments. Events over the last five years have graphically illustrated this fact. The general

recession and inflationary spiral of the past few years has severely affected the limited buying power of the farmworker and contributed negatively to his already hard pressed standard of living. His struggle to survive is more pronounced. The energy crisis of 1973-74 prohibited many migrants from traveling to other states as they had done in previous years and stranded many in far away states. Increased fuel costs and the uncertainty of work in user states added to other difficulties already faced by migrant farmworkers in attempting to "make a living."

The year of 1976 brought additional problems. Heavy rains in South Texas, early cold weather in the midwest states, and an unheard of freeze in Florida closed up jobs and curtailed a large number of agricultural jobs for the farmworker. Another event which occurred in September of 1976 and drastically affected the Texas border area economy was the devaluation of the Mexican peso. The devaluation, designed to assist Mexico in containing its economic problems and helping to balance its trade deficit and foreign debts, played havoc with the border economy which heavily relies on Mexican trade and tourism. This resulted in: (1) a sharp increase in unemployment, (2) curtailment of working hours for some employees, (3) more competition for all available jobs, (4) increased difficulty for those with limited education and skills, such as migrant and seasonal farmworkers, to obtain any type of employment, and (5) a sharp increase in number of persons from Mexican border towns looking for employment in U.S. cities and rural areas.

Thus, the migrant farmworker still finds himself one of the most economically disadvantaged groups in this country as well as in the state of Texas. He remains relatively powerless in dealing with the larger society and continues to be extremely vulnerable to any unexpected change, whether it be acts of nature or government policy. No group of people tries harder to work, indeed travels all over the country seeking work, from sunrise to sunset, seven days a week when the crops are there to be harvested and weather permits. In exchange for the desire to work -- for the terribly hard work of bending and stooping to harvest our food -- these workers are kept apart like no others, denied rights and privileges others have, denied adequate wages and in all reality considered second-class citizens. The migrant farmworker has had little in the past; the present offers him not much more and the future holds little promise. Available resources for assistance are limited; in fact, monies earmarked for Texas in every category, i.e. manpower, health, education and social services, touch only a small portion of the eligible population.

Efforts to assist the farmworker have come from various sources and with differing rates of success. It should be noted that because of the low educational and training status of the migrant farmworker and his mobility, this subgroup is an extremely difficult population with which to work. Those agencies and programs which are designed to assist the migrant find that it takes a special sensitivity, and oftentimes alternative techniques and approaches, in attempting to deal with the migrant family who faces a myriad of personal, social and economic problems.

The migrant farmworkers make up a nation within a nation. They fall under no one's jurisdiction -- they are wanderers. They go everywhere and yet do not belong anywhere. Within the past twenty years, the problems of the migrant laborer in the United States have become a major area of concern to educators, politicians, health advocates, and economists alike. Committees and study groups have been created for the purpose of examining their social, economic, and educational deprivation. Recommendations are made and all agree "something should be done." Progress, however, has been slow.

Whatever is done about these problems must, of necessity, be done in large measure through government. Because of the many federal, state and local agencies involved in attempting to meet the needs of the migrant and seasonal farmworker in Texas, coordination of services and communication among service providers is of critical importance. Nevertheless, the lack of this coordination and communication remains a major porblem in Texas and other states as well.

Solutions may involve new legislation, integration of activities at the state level or even change in the basic attitude toward the migrant as a person. However, the Good Neighbor Commission believes that if Texas is to successfully care for its farmworkers, coordination of migrant related programs and activities must become a reality. In this way we will be able to maximize limited resources to assist the Texas farmworker and achieve lasting solutions.

FOOTNOTES

[1]As defined by the Rehabilitation Services Administration, U.S. Department of Health, Education and Welfare.

[2]For an overview of national and state legislation pertaining to migrant and seasonal farmworkers, see "Guide to Farmworker Protective Laws", published by Manpower, Education, and Training, Inc. Research Office, Austin, Texas. December 1976.

[3]"Changing Horizons:, Texas Employment Commission, (Austin, Texas), 1975.

## EDUCATION

Two major factors which have contributed significantly to the farmworkers inability to break out of the migrant stream are his low level of educational attainment and his lack of a saleable skill. Given this background, farmworkers continue to occupy the lowest income brackets in Texas. The migrant farmworkers, especially the younger, school age members of the household, are unable to attend school on a regular and continuous basis because of their travels year after year. This frequent mobility disrupts the migrant child's education and hinders the continuity of instruction. In many cases, the economic condition of the family contributes to the child dropping out of school in order to help support the household. These kinds of barriers are detrimental to the upward economic mobility of the migrant and seasonal farmworker and help to perpetuate the migrant lifestyle of farmworker youth.

The educational problem is further compounded by several factors: (1) curriculums have often excluded or limited programs designed to meet the specific and unique needs of migrant children; (2) the staffing of instructional programs and physical facilities are generally inadequate; and (3) limited basic English skills and cultural differences cause the student to become discouraged and disinterested in school. These barriers extend from preschool to post-secondary educational and training environments. As a consequence, migrant farmworkers as a group are characterized by low edutational attainment and high dropout rates. Migrant adults average less than six years of school completed compared

to 7.2 years for the Spanish speaking in Texas and 11.2 years for the general population in the state.[1] Counties in Texas having large migrant populations which have high percentages of adults aged twenty-five and older and who have completed less than four years of high school, are Cameron County with 65.1 percent and Hidalgo County with 69.7 percent.[2] Of the estimated 300,000 Mexican American students in Texas who are members of migrant families, the school dropout rate is approximately 84 percent.[3] This rate is significantly higher than that of other groups in the state. Certainly, if advantage is to be taken of skills training to prepare the migrant farmworkers for another vocation, a higher level of educational attainment must be achieved.

The Texas Education Agency (TEA) and the state's many local school districts have the responsibility and the challenge of teaching the several thousands of migrant children who come and go during the regular school year. A description of eligibility criteria and type of programs offered by TEA, which range from supplementary services to extended day programs, is found in Appendix A. The Texas Child Migrant Program (TCMP), administered by TEA, is funded under Title I of the Elementary and Secondary Education Act (1966). Since its implementation in 1967 the TCMP has grown dramatically in the number of participating migrant children and school districts. According to the Texas Education Agency, over 65,000 children were enrolled in the program in 1976 with 200 plus school districts participating (see Appendix B and C).

TEA has aggressively been identifying and recruiting migrant children into the Texas Child Migrant Program. As of January 1977,

more than 100,000 migrant children had been explosed to the program.[4] This is reflected in the increased funding levels for 1977 which are approximately $32 million as compared to $16.5 million for 1975-1976. Figure 2 shows that nearly three-fourths of the children participating in the TCMP are in pre-school, kindergarten and elementary grades.

FIGURE 2

PARTICIPATION OF CHILDREN IN MIGRANT PROGRAMS

| Grade Level | Number of Students | Percent of Total |
|---|---|---|
| Prekindergarten | 3,339 | 5.1% |
| Kindergarten | 5,718 | 8.7 |
| 1 | 6,503 | 9.8 |
| 2 | 6,618 | 10.0 |
| 3 | 6,154 | 9.3 |
| 4 | 6,359 | 9.6 |
| 5 | 6,056 | 9.2 |
| 6 | 5,986 | 9.1 |
| 7 | 5,666 | 8.6 |
| 8 | 4,121 | 6.2 |
| 9 | 3,711 | 5.6 |
| 10 | 2,448 | 3.7 |
| 11 | 1,914 | 2.9 |
| 12 | 1,475 | 2.2 |
| TOTAL | 66,068 | 100.0% |

Source: Texas Education Agency, Annual Report of the Texas Child Migrant Program, ESEA, Title I, 1975-1976 (Austin, Texas, 1976

TEA also receives other funds to support adult basic education classes which migrant adults may attend. Post-secondary programs are also available to migrant adults but on a limited basis. Given the needs of migrant adults in basic education, increased outreach and recruiting activities are essential to the enrollment of more individuals in these classes.

The educational needs of migrant children, migrant youth, and migrant adults remain a priority in Texas. It becomes imperative that all funds be utilized to provide a quality, meaningful, and comprehensive educational program that will enable the migrant farmworker and his children to participate in the mainstream of society. Only through a coordinated and comprehensive approach will the migrant farmworker and his children be able to attain this goal.

PRE-SCHOOL, KINDERGARTEN, AND ELEMENTARY (1-6)

One of the objectives of migrant education is to provide all migrant children with experiences geared to his psychological and physiological development. It is generally acknowledged that a child's early educational experiences are very influential in determining future intellectual, personal, and social development. In the Texas Child Migrant Program, seven out of ten students are enrolled in pre-school, kindergarten, and elementary grades (1-6).[5] This reflects the importance placed by TEA on providing migrant children with a strong and early basic education. However, more children need to be enrolled in pre-school and kindergarten programs as only 13.8 percent of those eligible were participating in these two categories in 1975-1976.[6] Additional recruiting efforts and adequate funding are two ways by which more

children in Texas can be served. Bilingual and bicultural teaching techniques need to be fully utilized with migrant children, especially at the pre-school and kindergarten levels. In this way, they are spared the burdern of learning both a language and basic skills in their first year of school.

Recommendations:

- The Texas Education Agency should increase its efforts to identify and recruit eligible migrant children at the pre-school and kindergarten levels.
- The Legislature should appropriate funds to the Texas Education Agency to extend bilingual education through the sixth grade.
- The Texas Education Agency and local school districts participating in the Texas Child Migrant Program should develop curciculum material which enhances a migrant child's self-image and self-esteem.

SECONDARY SCHOOL PROGRAMS FOR MIGRANT YOUTH

Nearly 30 percent of the students participating in the Texas Migrant Program are enrolled in grades 7-12; 20.4 percent in grades 7-9 and 8.8 percent in grades 10-12.[7] These are the critical years for migrant students since many drop out of school during this period. It is estimated that about one third of the migrant students who reach the junior high level leave school between the 8th and 12th grade.[8] The reasons for leaving school are many and varied, including: (1) disruption of their educational process; (2) failure to meet state compulsory attendance laws; (3) lack of educational programs and curriculum designed to meet their needs; (4) inadequate and/or no counseling and guidance activities; (5) lack of continuity of instruction between their home-based school and schools in receiver states; and (6) many other factors, including cultural and language differences,

In recent years, there have been some attempts to address the needs of migrant youth at different levels. The High School Equivalency Program (HEP) serves migrant students who have left school and want to obtain their General Education Deiploma (GED). Today, there are only three HEP programs in Texas serving approximately 150 students. They are located at the University of Houston (Houston), Pan American University (Edinburg), and the University of Texas at El Paso.[9] Although limited in scope, this program has proven to be highly successful because program staff has been able to convince the migrant student that he can be successful in a school setting in a relatively short period. Because of economic realities, most migrant students cannot undertake an extended educational experience. Another program which addresses the dropout problem is the Migrant Attrition Prevention Program (MAPP) which was recently established by the Governor's Office of Migrant Affairs.[10] It is aimed at reducing the high dropout rate among migrant youth. There are no other special programs serving migrant youth in Texas besides these two.

Secondary school settings offer a number of educational and training experiences to migrant youth, but many do not reach high school. Vocational education could be one such alternative, but the limited number of programs to choose from and inadequate funding minimize its effectiveness. Bilingual vocational education for those migrant youth with limited English-speaking ability could be helpful in improving school retention rates as well as providing a meaningful training experience. However, a lack of funds continues to be a problem. Career education also offers an excellent opportunity for migrant youth. Adequate career counseling and guidance can provide many career options

to a subgroup which has traditionally had the least career opportunities. Many school districts, however, have no vocational or career counselors. Young people need to be made aware of employment opportunities and the types of education and training needed to secure a particular job.

Recommendations:

- The Texas Education Agency should implement additional tutorial, counseling, and supplementary instructional programs as a means to reduce dropout rates among migrants. Pilot programs such as the Migrant Attrition Prevention Program (MAPP) should be evaluated and implemented if successful.

- The Texas Education Agency and local school districts should insure that academic preparation, as well as occupational training opportunities, are made equally available to all migrant youth in secondary school settings.

- The Texas Child Migrant Program and the Career Education Division of the Texas Education Agency should explore the feasibility of implementing career education concepts in migrant settings on an inter and intra-state basis.

- The Texas Education Agency and local school districts should provide career counseling and guidance activities as an integral part of all migrant education settings, especially at the secondary level.

- The Legislature should appropriate a minimum of $275 million for vocational education to the Texas Education Agency for the 1978-79 biennium. The Texas Education Agency should vigorously pursue federal, bilingual vocational education funds.

POST-SECONDARY AND ADULT EDUCATION

Migrant youth who leave school before graduating and adults who have minimal educational and training experiences are faced with bleak job opportunities. Furthermore, farmworkers have historically resided in areas which are characterized by substantial unemployment and underemployment. Competition for available jobs is keen and individuals with

limited skills are relegated to menial low paying jobs. The South Texas area where most migrants reside is one such labor market. Labor market conditions are further complicated by the legal as well as illegal immigration of Mexican nationals to this country, and which generally contributes to the depression of area wages.

Unfortunately, there are few programs specifically geared to meet the educational and training needs of migrant youth and adults. The HEP program, as previously discussed, is one of the few programs designed for migrant youth who have left school. Another program is the College Assistance Migrant Program (CAMP) which serves a limited number of migrant youth who are qualified and show an interest in attending a college or university. There are only four CAMP Programs in the country, two of which are in Texas: Pan American University (Edinburg) and St. Edward's University (Austin).[11] The Higher Education Migrant Program (HEMP) located at Texas A & I in Kingsville, offers supplemental assistance to those migrants already in college.[12] In California, the Mini-Corps Program has opened new doors for migrant youth in education and health careers, but such programs are few in number and limited in scope of services.[13] Briefly, the goals of the Mini-Corps are: (1) to develop a corps of bilingual-bicultural teachers to teach migrant childrean; (2) to help classroom teachers understand the culture of the migrant child; and (3) to develop meaningful college courses that are relevant to training classroom teachers who will be working with migrant children.

Migrant adults are in dire need of adult basic education, continuing education, and adult bilingual vocational education. The fact that migrant adults average less than six years of school makes it imperative

that more of them participate in available programs. Public schools, as well as other agencies serving the migrant and seasonal farmworker, must implement more aggressive outreach activities if this "labor pool" is to become a viable labor force.

Recommendations:

- The U.S. Office of Education should provide additional funds to expand the HEP and CAMP programs in Texas. Additional HEP programs should be established in areas having migrant populations and existing college facilities such as Laredo, San Antonio and Lubbock.

- The Texas Education Agency should explore the possibility of using Title I, ESEA migrant funds to implement college level programs for migrants such as the California Mini-Corps Program.

- The Texas Education Agency, Division of Adult Education, should intensify its outreach efforts to identify and recruit migrant adults (males and females) into its adult basic education and vocational education programs in areas having large migrant concentrations. TEA should also diversify its vocational education programs to attract more migrant adults into their program.

- The Legislature should appropriate general revenue funds to the Texas Education Agency and other agencies serving migrant adults for bilingual education and bilingual vocational education. The Texas Education Agency should adopt a state plan for the implementation of bilingual vocational education.

- The state of Texas should make special efforts to develop and pilot post-secondary programs for migrant youth and migrant adults.

INTERSTATE COOPERATION

It is generally recognized that the lack of interstate cooperation and communication hinders the effective delivery of educational, health, and social services to migrants who travel from Texas to other states. Texas migrant farmworker children who leave their home-based schools oftentimes do not receive credit for work already performed and consequently

can lose an entire year. This factor greatly contributes to the drop-out problem of migrant youth. Several efforts have been initiated in recent years to attempt to remedy this situation. One such program is the Migrant Student Record Transfer System (MSRTS) which was established in Little Rock, Arkansas as a means of compiling, storing, and transferring educational data on migrant children. This has enabled educational planners to obtain a profile of the migrant child and enabled local school districts to transfer pertinent data from a home-based school district to a receiver state school.

The Education Subcommittee of the Federal Inter-Regional Committee on Migrants is actively trying to improve the coordination of educational services among states. Most recently it has attempted to allow the transfer of school credits from one school district to another.[14] The Inter-Agency Task Force on Migrant Labor, chaired by the Good Neighbor Commission, has repeatedly explored resources to counter this problem. More recently, the Education Commission of the States formed an Interstate Migrant Education Task Force to not only investigate this problem, but to actively seek solutions.[15] The major goals of these interstate cooperative efforts have been aimed at improving cooperation between state education agencies, at promoting cooperation among agencies serving migrants, and at facilitating cooperation within the state -- all as a means to maximize services to migrants and to provide continuity of instruction.

Although many problems still exist in this area, it is encouraging to note that steps are being taken to address this issue. Program planners in federal, state and local agencies serving this group should

note that the farmworker is the same person in South Texas as in North Dakota and that he has similar problems as he travels from one state to another. Federal and state regulations and eligibility criteria governing program funding should be flexible enough so as not to hinder an effective and efficient interstate education delivery system.

Recommendations

- The U.S. Office of Education should make special considerations in the allocation and use of Elementary and Secondary Education Act (ESEA) Title I migrant funds across state lines. Programs operating across state lines should have the flexibility to use these funds in a manner which will maximize services to migrants.

- Continuity of instruction should be a major goal of federal and state educational agencies serving migrant and seasonal farmworkers. TEA should take the lead in pursuing this goal.

- The efforts of the Education Commission of the State's Interstate Migrant Education Task Force should be supported by the state of Texas. A wider representation of persons dealing with the problems of migrants should be included on the Texas Adhoc Committee of the Education Commission of the States (ECS). ECS should address the full spectrum of the migrant educational system, including adult education.

FOOTNOTES

[1]Governor's Office of Migrant Affairs, Migrant Attrition Prevention Program, Austin, Texas, 1976, p.3 and U.S. Bureau of the Census, Census of the Population: 1970, General Social and Economic Characteristics, Texas. PC(1)-C45 (Washington, D.C.) U.S. Government Printing Office.

[2]Texas Department of Community Affairs, Poverty in Texas, Austin, Texas, 1974, pp. 212 and 230.

[3]Governor's Office of Migrant Affairs, Migrant Attrition Prevention Program, p. 5.

[4]Activity Report presented at Inter-Agency Task Force on Migrant Labor meeting in Austin, Texas. January 10, 1977, by Frank Contreras, Director, Migrant Education Program, Texas Education Agency.

[5]Texas Education Agency, Annual Report of the Texas Child Migrant Program, ESEA Title I, 1975-1976, Austin, Texas 1976, p. 7.

[6]Ibid.

[7]Ibid.

[8]Governor's Office of Migrant Affairs, Migrant Attrition Prevention Program, p. 5.

[9]Interview with Hugo Valdez, HEP Director, University of Houston.

[10]For a comprehensive overview of this report, see Governor's Office of Migrant Affairs, Migrant Attrition Prevention Program, Annual Report 1976.

[11]CAMP is currently funded by the U.S. Department of Labor. The U.S. Office of Education is expected to fund CAMP in 1978.

[12]The HEMP program is sponsored by the Governor's Office of Migrant Affairs.

[13]Operational in California, the Mini-Corps is funded through Title I ESEA monies and is the only such program in the country. Interview with Herb White, Director, California Mini-Corps.

[14]Sponsored by the Federal Regional Council (FRC), the Inter-regional Committee on Migrants and Seasonal Farmworkers is made up of federal, state and community based administrators and personnel who work with migrant programs. The Committee meets twice a year and is designed to assist the migrant farmworker by "cutting bureaucratic red tape" and identifying problems as they arise.

[15]The Education Commission of the States (ECS) Interstate Migrant Education Project was established to promote interstate cooperation. In late February, an ad hoc group from Texas was created to actively pursue this activity. This project is based in Denver, Colorado.

## MANPOWER AND EMPLOYMENT

Historically, agriculture has been a major industry in Texas and provided employment for thousands of persons but increased mechanization in harvesting and processing crops over the last two decades has resulted in the displacement of farmworkers. Many areas of the state, particularly South Texas, have not been able to absorb these displaced workers. This decrease in demand for labor left many in the agricultural sector unemployed and without saleable skills with which to reenter the labor force. Out of economic necessity, thousands of Texans have been forced to join the migrant stream.

Future job projections for Texas farmworkers are not very promising. The Texas Employment Commission estimates that between 1970-1980 there will be a 40 percent decrease in the number of workers classified as farm laborers and farm foremen, reducing jobs from 249,800 to 127,000.[1] Although the farmworker will not disappear from the labor force, the demand for his services will continue to dwindle. Figure 3 which shows statewide seasonal farm employment for 1975-1976, reflects that seasonal farmworker employment in 1976 averaged 71,145 monthly compared to a monthly average of 74,310 in 1975.[2] Regular hired worker employment in 1976 averaged 57,810, slightly below the 1975 average.[3] This downward trend in the farm labor market, within the state as well as the nation, has serious implications for Texas' 496,000 migrant and seasonal farmworkers.

A large number of farmworkers have no other saleable skill; agricultural labor is all they know and can turn to for a livelihood. According to The Hired Farm Working Force of 1975, there were 2.6 million



p. 40 blank

FIGURE 3

Seasonal Farm Employment - Statewide
(Thousands)

| | Total Seasonal Workers | | Local Seasonal Workers | | Migrant Intrastate | | Migrant Interstate | |
|---|---|---|---|---|---|---|---|---|
| Month | 1976 | 1975 | 1976 | 1975 | 1976 | 1975 | 1976 | 1975 |
| Jan. | 45.7 | 48.3 | 45.5 | 47.9 | .2 | .4 | .0 | .0 |
| Feb. | 49.5 | 52.1 | 49.1 | 51.7 | .4 | .4 | .0 | .0 |
| Mar. | 61.1 | 63.8 | 60.5 | 63.3 | .6 | .5 | .0 | .0 |
| Apr. | 73.8 | 78.9 | 73.5 | 78.2 | .3 | .7 | .0 | .0 |
| May | 91.8 | 88.4 | 90.9 | 87.4 | .9 | 1.0 | .0 | .0 |
| June | 102.3 | 106.4 | 99.1 | 103.1 | 3.2 | 3.3 | .0 | .0 |
| Jul. | 97.0 | 105.3 | 89.0 | 94.5 | 8.0 | 10.8 | .0 | .0 |
| Aug. | 84.0 | 88.4 | 78.7 | 81.2 | 5.3 | 7.2 | .0 | .0 |
| Sep. | 70.8 | 72.1 | 69.0 | 70.6 | 1.8 | 1.5 | .0 | .0 |
| Oct. | 65.4 | 69.2 | 64.9 | 68.9 | .5 | .3 | .0 | .0 |
| Nov. | 59.3 | 60.9 | 58.9 | 60.3 | .4 | .6 | .0 | .0 |
| Dec. | 53.1 | 58.1 | 51.1 | 55.5 | 2.0 | 2.6 | .0 | .0 |

Source: Texas Rural Manpower Services, Annual Report, TEC, 1976.

persons 14 years of age and over in the United States who did agricultural work during 1975. Farmwork was the principal activity for 25 percent of this group.[4] By contrast, 60 percent of all migrant farmworkers were employed only in farmwork during 1975.[5] The fact that fewer than 25 percent of farmworkers are employed full time adds another dimension to the employment picture. Farmworkers as an occupational group already have a high incidence of poverty in Texas -- 45.1 percent of all farmworkers are poor. Only private household workers have higher poverty rates (45.4 percent) in Texas.[6] The implications are clear, Texas will feel the major brunt of unemployment among this group unless efforts to provide alternative occupations and retraining are persistently sought and successful.

Factors which reinforce the farmworker's inability to break out of the migrant stream include: (1) large scale immigration, coupled with a large number of border commuters from Mexico; (2) cultural barriers and limited basic English skills; (3) lack of job opportunities in the rural areas where farmworkers reside; (4) low educational attainment levels which negate entry to skills training; and (5) distant job training centers.

Farmworkers remain extremely vulnerable to any change in American society. They are the first to be affected by economic fluctuations and by other factors over which they have no control, such as the weather. Exclusions from some federal and state laws such as fair labor practices and minimum wage laws, coupled with inadequate enforcement of existing laws serve to further compound their problems.

Federal and state agencies serving this group have generally recognized that farmworkers, and especially migrant farmworkers, are confronted with a set of unique and special economic problems which affect all other facets of their life. At the national level, the U. S. Department of Labor provides assistance to the farmworker through the Title III, Section 303 of the Comprehensive Employment and Training Act of 1973 (CETA).

Although no other federal manpower funds are directly awarded and earmarked for migrant and seasonal farmworkers in Texas, some farmworkers are eligible for manpower and employment services provided by other state, county, and city governmental units and agencies. These include the Texas Employment Commission (TEC), the Texas Department of Community Affairs (TDCA), the Governor's Office of Migrant Affairs (GOMA), the Texas Education Agency (TEA), and the Texas Department of Labor and Standards (TDLS).

In some instances, there are cooperative agreements between agencies to maximize delivery of manpower services to migrants and seasonal farmworkers, but this is generally the exception rather than the rule.[7] The Federal Regional Council's Committee on Migrant and Seasonal Farmworkers, the Inter-Agency Task Force on Migrant Labor, and the Coordinating Council on Migrant and Seasonal Farmworkers are engaged in continual efforts to promote coordination and communication among all agencies and programs serving the migrant and seasonal farmworker.

In summary, Texas migrant and seasonal farmworkers remain economically disadvantaged as a result of limited educational and training

skills, displacement from agricultural jobs, and an inability to further their own career development. At this date, it appears farmworkers will continue to occupy the lower rungs of the labor force, and they will continue to face a very uncertain future.

STATE EMPLOYMENT AND RECRUITING SERVICES

There are a number of state agencies which offer employment and recruiting services to migrant and seasonal farmworkers in Texas. These agencies include the Texas Employment Commission, the Texas Education Agency, and the Texas Department of Labor and Standards all of which act in a referral capacity. The Texas Employment Commission (TEC) provides services, indiscriminately, to all applicants including migrant and seasonal farmworkers. Such services include job placement, job development, referral to Job Corps, information on other training, Veteran information, employment counseling, testing, and accepting claims for unemployment insurance and Supplemental Unemployment assistance benefits.

TEC also provides training to acquaint crewleaders with provisions of the Farm Labor Contractor Registration Act of 1963 (FLCRA) and its amendments although TDLS administers it. In 1976, 2,634 crewleaders were registered under this Act compared to 2,244 in 1975.[8] Through the Annual Worker Plan, TEC recruited 4,455 in-plant and farmworkers for employment in 13 different states, mostly in the Central and Midwest parts of the country.[9] As indicated in the following table, the number of placements made in the last eight years through TEC has decreased tremendously. This is due in part to more stringent requirements, i.e., federal labor housing, direct recruitment, and migrants who "freewheel" for themselves.

TEC - ANNUAL WORKER PLAN

| Year | Placements |
|---|---|
| 1969 | 44,500 |
| 1970 | 31,000 |
| 1971 | 17,500 |
| 1972 | 13,600 |
| 1973 | 10,500 |
| 1974 | 8,083 |
| 1975 | 7,363 |
| 1976 | 4,455 |

The Texas Department of Labor and Standards (TDLS) is charged with the responsibility of administering the Farm Labor Contractor Registration Act (Crewleader Act). Any persons who for a fee, either for himself or on behalf of another person recruits, solicits, hires, or furnishes or transports migrant farmworkers is considered a farm labor contractor.[10] Crewleader registration efforts are made each year to acquaint crewleaders with the provisions of this Act, and as a result of stricter enforcement, the number of registered crewleaders has increased dramatically since 1974 -- from 594 to 2,634.

The Texas Education Agency through participating school districts and community colleges, offers adult basic education and vocational training across the state including areas having large concentrations of migrant and seasonal farmworkers. In some instances, migrant programs subcontract to these educational institutions for specific vocational education training. In other instances, some farmworkers use these facilities directly. However, the need for more aggressive outreach among migrant and seasonal farmworker adults remains a problem as does the need to develop linkages between public educational systems, CETA

prime sponsors, and other grantees. In some cases, the lack of communication and cooperation between adult education co-ops and manpower training programs has caused duplication of funds and efforts. Where possible, educational training should be provided by TEA. A central in-take system and systematic coordination would permit better use of funds and provide a more meaningful program to the farmworker participant.

Despite these services, there are still many migrant and seasonal farmworkers in rural areas of the state in need of manpower training and employment services and assistance. Displaced farmworkers in rural areas have limited job prospects as most job training centers and employment opportunities are located in the larger urban areas. Those training programs located in the smaller rural areas generally do not offer a diversified vocational education program. Migrant and seasonal farmworkers remain a "hard to reach" group. Efforts to increase communication and coordination among all agencies and programs providing employment and related services should be a major priority to maximize the delivery of services.

Recommendations:

- The Texas Employment Commission should seek additional funds to expand their scope of services in rural areas with high unemployment and large populations of migrant and seasonal farmworkers.
- The Texas Employment Commission should continue to staff its San Antonio, Corpus Christi, San Angelo, and Amarillo District offices with migrant and outreach workers and implement aggressive outreach techniques to serve migrant and seasonal farmworkers.
- The Texas Employment Commission, CETA prime sponsors, adult education programs, and vocational training institutions should continue to improve and expand coordination efforts in order to more effectively utilize available resources.

. The Texas Employment Commission should develop cooperative agreements with CETA programs and other educational institutions in rural areas to provide job orientation and job information to facilitate the school-to-work, rural-to-urban transition of rural youth and adults wishing to enter urban labor markets; special emphasis should be placed on migrant and seasonal farmworker youth.

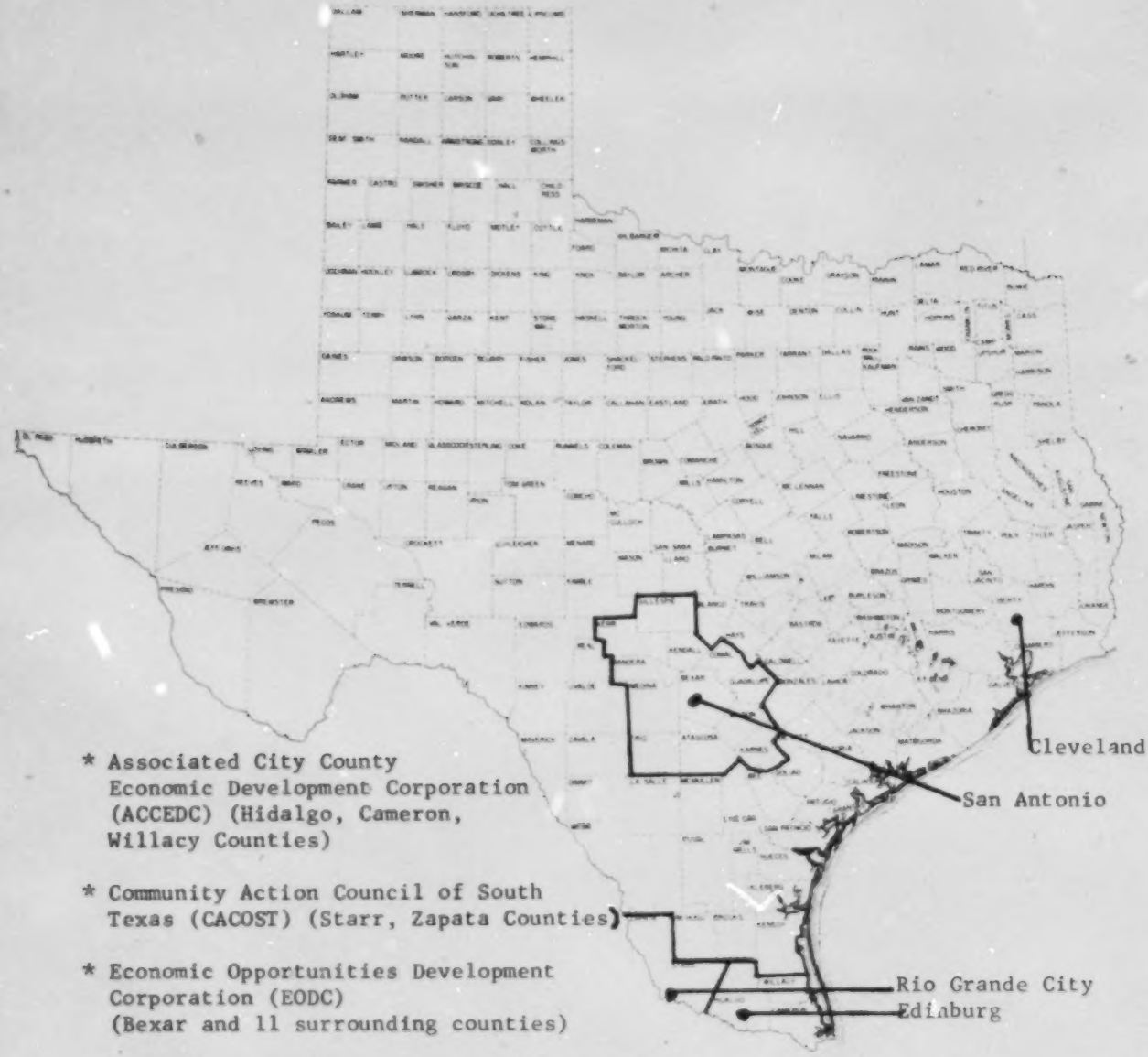
MIGRANT MANPOWER TRAINING PROGRAMS

There are a number of programs which directly or indirectly fund manpower training and other supportive services to migrant and seasonal farmworkers. The four CETA Title III, Section 303 grantees, the Texas Department of Community Affairs, the Governor's Office of Migrant Affairs, and the Texas Education Agency are among these programs in Texas. The U.S. Department of Labor makes funds available to eligible prime sponsors under various CETA categories and the "balance of state" (those not designated as prime sponsors) which are administered by the Texas Department of Community Affairs. CETA Title III, Section 303 funds are earmarked specifically for migrant and seasonal farmworkers and are intended to compliment the prime sponsors' activities. This legislation addresses the needs of those farmworkers who choose to remain in agriculturally related employment, those who wish to "settle out" of the migrant stream, and those who choose to enter the business sector in rural areas.

Figure 4 shows the location of the four non-profit corporations that are funded directly by the U. S. Department of Labor under Title III, Section 303 of the Comprehensive Employment and Training Act for the 1977-78 program year. Of the $64.4 million provided nationally to 49 states and Puerto Rico, these four grantees received approximately $6.5 million to serve migrant and seasonal farmworkers in Texas.

FIGURE 4

Location of Texas CETA III, Section 303 Grantees




* Associated City County Economic Development Corporation (ACCEDC) (Hidalgo, Cameron, Willacy Counties)

* Community Action Council of South Texas (CACOST) (Starr, Zapata Counties)

* Economic Opportunities Development Corporation (EODC) (Bexar and 11 surrounding counties)

* Manpower, Education and Training, Inc. (MET) (Headquartered in Cleveland, Texas, MET covers the Balance of State - (BOS) area through nine regional offices)

Services provided to migrants by these four grantees include: intake, assessment, certification, counseling, training (remedial and skill training), OJT (public and private), work experience, job development, direct placement, follow-up, and a variety of supportive services. Each of these program operators utilize multiple intake service centers with staffs composed primarily of former migrants. Generally speaking, grantees attempt to follow Department of Labor guidelines which call for comprehensive delivery of services to migrant and seasonal farmworkers.

There are a number of problems encountered by these programs in training this target population. Despite the efforts of those programs serving migrant and seasonal farmworkers, not all eligible persons are served due to funding constraints. Farmworkers are a difficult population with which to work, primarily as a result of their low educational and training levels, and language and cultural barriers. Completion of training in some instances does little for the person who is unable to find a job in a depressed labor market such as South Texas where job opportunities are minimal. Coordination and communication among service providers is oftentimes lacking, creating confusion and frustration for the farmworker who is referred "office to office" to fill out form after form. In other instances certain subgroups such as older migrant adults, migrant women, and migrant youth are underserved or ignored.

Recommendations:

. All CETA and employment related programs which serve migrant and seasonal farmworkers should implement aggressive outreach efforts to insure that eligible



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migrant family households are aware of all services available to them and that equal access to such programs and services are provided.

- All CETA prime sponsors should be required to provide documentation that their programs are coordinated with educational institutions, adult education co-ops, and business.

- All CETA programs serving the disadvantaged should incorporate strong career counseling components into their educational and training structures. CETA manpower programs should continue to focus on providing basic skills training as well as on providing total career development opportunities for the migrant and seasonal farmworker.

- Local program operators should set up multi-service centers to reduce "red tape" and facilitate referrals and services to eligible applicants.

- Older adults, migrant women, migrant youth who have left school, and migrant youth who are still in school but are prime dropout candidates should receive special emphasis by manpower training programs.

- Longitudinal studies should be conducted by the Texas Employment Commission to determine future trends in the supply and demand of migrant labor and to develop successful strategies which can address the immediate problems of the farmworker.

EMPLOYMENT PROTECTION AND BENEFITS

Although there are a number of laws designed to protect the work rights of farmworkers, enforcement of such laws is less than adequate. Laws concerning housing, wages, transportation and health standards are violated often. Despite their coverage, many farmworkers do not know their rights under the Minimum Wage Law, Social Security, or Unemployment Compensation.

In Texas, farmer employers who use more than 300 man-days of labor in a three month period the previous year must meet minimum wage requirements. A minimum wage of $1.40 an hour is required when the worker is paid on an hourly basis and minimum piece rates must average at least

$1.40 for every hour worked; in "user" states the average is $2.30 an hour. The minimum wage law is enforced by the Texas Department of Labor and Standards, the Texas Employment Commission, and the Texas Department of Agriculture in this state.

Most farmworkers are eligible for Social Security benefits, but in some cases they encounter problems because confusion exists as to who the employer is --the crew leader who recruited them or the grower. (Department of Labor guidelines make the crew leader and employer equally liable for making Social Security payments to farmworkers). The farmworker's lack of knowledge of his rights under the law as he travels from state to state adds to the problem.

Migrant farmworkers are also covered under the federal Occupational Safety and Health Act (OSHA), but again enforcement of agricultural safety and health standards have not been a priority within the Department.[11] Usually, lack of manpower to enforce existing safety and health legislation hinders enforcement efforts.

In an attempt to inform farmworkers and farmworker advocates about existing protective legislation, Manpower, Education and Training, Inc. has recently published and widely disseminated a bilingual Guide To Farmworker Protective Laws.[12] This handbook summarizes legislation which is designed to protect the farmworker in the various states to which he travels. Such efforts are strongly encouraged and Manpower, Education and Training, Inc. is to be commended for the compilation of this important and much needed pamphlet.

In other cases, legislative exclusions also adversely affect the farmworker. Workmen's Compensation and collective bargaining are two

such examples. In Texas, there are several bills before the Legislature which would extend Workmen's Compensation to farmworkers (H.B. 189, introduced by Rep. Melchor Chavez), and provide collective bargaining rights to farmworkers (H.B. 1325, introduced by Rep. Gonzalo Barrientos). The Inter-Agency Committee on Farmworker Issues, in its Federal Farmworker Strategy Position Paper, strongly recommended that such coverage be extended to farmworkers. It appears that Workmen's Compensation will soon be available to farmworkers in many states, but collective bargaining rights will remain a more elusive goal for farmworkers.

Recommendations:

- All efforts should be made to include farmworkers under protective employment legislation available to other occupational groups.
- The U. S. Congress and Texas Legislature should review needed resources for enforcing existing protective legislation for farmworkers and appropriate additional monies to the appropriate regulatory agency. Enforcement mechanisms and record of enforcement of farmworker laws should be continually assessed.
- The Texas Legislature should strongly consider the passage of H. B. 189, Workmen's Compensation for Farmworkers, and other such legislation designed to improve the working conditions of Texas farmworkers.

BORDER DEVELOPMENT PROBLEMS

Border counties and counties in close proximity to the border are the home of large concentrations of migrant and seasonal farmworkers in Texas. This border, particularly the geographic area covered between Cameron and Val Verde counties, has long been characterized as a chronic poverty pocket.[13] Unemployment rates in the border region are generally higher than in other areas of the state, running as high as 16 percent, and underemployment is prevalent throughout. Industrial

and economic development have been minimal as a result of water and transportation problems and the poverty conditions inherent in this region.[14]

Texas shares a 980 mile border with Mexico; our economy is interdependent and very much interrelated to that of Mexico. For border residents, this interrelationship is a mixed blessing. While stimulating the border area retail and tourist industries, it also creates a host of economic, social, legal, political, and sometimes diplomatic difficulties. The primary cause of difficulties is linked to our common border with Mexico and the great economic disparity between the two countries. Mexico has a high unemployment rate and one of the highest population growth rates in the world. It is estimated that at current growth rates the population of Mexico will be relatively equal to that of the U.S. by the year 2020.[15] Both factors have contributed to employment competition from alien labor.

A major concern is the border commuter or "green carder" who is a Mexican national and commutes across the border daily to work in the U.S.[16] In order for the commuter to qualify for the program, it must be certified that there is a shortage of workers in his particular occupation in the U. S. In spite of this requirement, commuters are said to compete with U. S. residents for available jobs because they will work for lower wages.

Competition is also encountered from an influx of undocumented workers who are fleeing bleak economic circumstances in Mexico in search of jobs and better economic opportunities.[17] Speculation as to the number of illegal immigrants in the U. S. ranges anywhere from 2 million

to 12 million. It is argued these immigrants take jobs away from U.S. citizens, serve as a drain on the human services provided in this country, and depress wages along the border.

One area of concern in need of immediate relief is public education. Over the past five years, school districts along the border have experienced a number of administrative and monetary problems in attempting to cope with the increased flow of alien children from Mexico into their schools.[18] It is estimated that 51,000 legal immigrant children have entered the border school districts from El Paso to Brownsville during the past five years. This places a heavy burdern upon the local school districts which receive no money from the State for classrooms or other facilities.

The peso devaluation announced by President Luis Echeverria in September, 1976, is a prime example of how the Mexican economy influences the Texas border economy. Immediately, the value of the peso declined approximately 60 percent in relation to the dollar. The primary consequence of the devaluation was a severe decline in local and international commerce in all border areas, reducing retail sales on the U.S. side drastically.[19] A cutback in working hours and the loss of fulltime and parttime jobs intensified the traditionally high unemployment rates in border cities. Migrant and seasonal farmworkers were faced with a situation in which available jobs dwindled while the labor supply on both sides rose.

Another concern has revolved around a renewed interest in the reestablishment of the Bracero Program under which Mexican nationals were allowed to work seasonally in U.S. farm jobs from 1943-1964. Support

for a similar program is based on claims from some employers and legislators that jobs exist which would go unfilled were it not for the availability of Mexican labor.[20]

The whole issue of immigration continues to be controversial across the country. However, officials in President Carter's administration are pushing hard to pass a Rodino type bill making it unlawful for employers to "knowingly" hire persons who cannot prove they are American citizens or legal residents.[21] Although this issue is far from being solved, it is encouraging to note that positive steps are being taken to confront the immigration issue directly.

Participants in a recent conference sponsored by the Good Neighbor Commission of Texas expressed serious concern at the effects of economic dislocations on border residents and urged that immediate actions be taken by appropriate federal and state agencies to alleviate the adverse economic impact of these developments.[22] Similar expressions of concern have come from a number of South Texas mayors and other officials.[23]

One thing appears certain, lack of job opportunities and low wages in Mexico will continue to reinforce the alien influx to the U.S. Americans who feel the brunt of this immigration are our border residents; they must live with the hard realities on a daily basis. The migrant and seasonal farmworker, who for the most part is unskilled and uneducated, is the most seriously threatened. Yet he, like all other border residents has virtually no control or input to policy made at the federal level which influences his life and work.[24]

Greater attention and resources must be directed to the borderlands and to its problems and needs. Much can be done on the U.S. side,

however, those efforts can only go halfway toward addressing problems. Any lasting solutions will be the result of joint consideration and cooperation between Mexico and the United States for developing the economy and jobs for citizens on both sides of the border.

Recommendations:

- Any legislation calling for the reinstitution of the Bracero Program should be carefully evaluated and discussed with the states to be affected to insure that the interests of farmworkers are adequately safeguarded.

- The Economic Development Administration should direct Economic Adjustment Grants under Title IX and Local Public Works funds under Title I to border areas.

- All federal agencies should give consideration and high priority to long range programs aimed at providing relief to the critical socio-economic problems found in the borderlands. Migrant and seasonal farmworker needs should be given special consideration in the allocation of funds.

- The Department of Labor should make additional CETA funds available to meet immediate short-term manpower and human services needs in border and surrounding counties which experience high unemployment rates.

- The Small Business Administration should provide low interest loans and loan guarantees to help border commercial enterprises stay in business or to reopen those forced to close down as a result of the peso devaluation.

- The United States should discuss joint programs and strategies with Mexico for border development including direct foreign aid for the creation of jobs. Reassessment of our trade and tariff policies should be included also.

- Texas should work with other U.S. border states toward the development of unified policies and to provide input into national policies which affect them.

- The Executive Office and Congress should introduce and support legislation for the establishment of a U.S. - Mexico Border Commission for joint consideration and action on problems and opportunities which affect the economic and social health of our border regions.

FOOTNOTES

[1]Texas Employment Commission, Changing Horizons, Austin, Texas, 1975, pp. 38 and 86.

[2]Texas Employment Commission, Texas Rural Manpower Services Austin, Texas, 1976, p. 6.

[3]Ibid.

[4]Gene Row and Leslie Whitner Smith, The Hired Farmworking Force of 1975; Economic Development Division, Economic Research Service, U.S. Department of Agriculture, Agricultural Economic Report No. 355. Washington, D.C., December 1976, pp. 1-2.

[5]Ibid., p. 5.

[6]Texas Department of Community Affairs, Poverty In Texas, 1974, Austin, Texas, 1974.

[7]The Texas Employment Commission and the four CETA Title III, Section 303 grantees have recently undertaken a joint coordination project to more effectively serve the farmworker in Texas.

[8]Texas Employment Commission, Texas Rural Manpower Services, p. 6.

[9]Ibid.

[10]For a complete discussion the Farm Labor Contractor Registration Act, see the 1975 Texas Migrant Labor Report, Good Neighbor Commission of Texas, p. 44-45.

[11]See Migrant Health section of this report for further discussion of this issue.

[12]The publication of this Guide originated in the Employment Sub-Committee of the Interregional Committee on Migrants and was funded by the Department of Labor. Interview with Larry Kosta, Texas Department of Labor and Standards and Brian Craddock, Manpower, Education and Training, Inc.

[13]See Texas Department of Community Affairs, Poverty In Texas, 1974, for a county by county analysis of the border region.

[14]Greater South Texas Cultural Basin Commission, Report to the Governor and Legislature, Austin, Texas, 1974.

[15]Sharon Flippen, "Illegal Aliens and U.S. Immigration Policy," Austin, Texas, 1976, p. 1.

[16]For a complete discussion of the "green card" issue, the reader is referred to "The Border Crossers: People Who Live in the United States and Work in Mexico," by David S. North.

[17]Dr. Vernon Briggs of the University of Texas at Austin has published several articles addressing this problem. Among them are: "The U.S. - Mexico Border: Public Policy and Chicano Economic Welfare," (1974) and "Mexican Workers in the U.S. Labor Market: A Contemporary Dilemma," (1975).

[18]Jim B. Hensley, "Mexican Immigrant Alien Study", Region I, Educational Service Center (Edinburg, Texas), September 1976.

[19]According to one local survey conducted by Cameron County Manpower Programs, unemployment increased to approximately 14% in the city of Brownsville and according to TEC data.

[20]"Houston Post", February 10, 1977.

[21]There have been several bills introduced by U.S. Congressmen which are similar to the Rodino Bill.

[22]State Conference on Migrant Affairs, Austin, Texas, February 2-4, 1977.

[23]Mayor Ed Vela of Hidalgo in a speech to participants at the Meeting of the Interregional Committee on Migrants held in Brownsville, Texas, January 12-13, 1977.

[24]Sharon Flippen, "Illegal Aliens and U.S. Immigration Policy," Austin, Texas, 1976.

## HEALTH

Migrant and seasonal farmworkers have more health related problems than the general population. While the average American male is expected to live 72 years, the farmworker has a life expectancy of 49 years. A combination of poverty, unsanitary living conditions, and a hazardous work environment contribute to their higher incidence of illnesses. Some of their health problems are instigated and compounded by their frequent exposure to pesticides and herbicides during their working hours. In addition, the presence of dangerous equipment, airborne dust, and the lack of protective clothing and safety devices make agriculture one of the most hazardous of all occupations. Long hours of bending, stooping or stretching and constant exposure to the elements make the agricultural worker prone to a host of muscular skeletal, and respiratory ailments.[1] Their mobility year after year increases the risk of accident related injuries and interrupts continuity of health care. Furthermore, the lack of health personnel and facilities in rural areas where migrants generally reside denies them access to needed health care, thereby contributing to chronic and/or poor health conditions.

As a result, it is no surpise to learn that migrant farmworker families in the United States are characterized by: (1) a high incidence of malnutrition; (2) mortality rates for tuberculosis and other infectuous diseases which among migrants are 2.5 times the national average; (4) influenza and pneumonia rates which are 20 percent higher than the general population; (5) a rate of hospitalization for

accidents which is 50 percent higher for migrants than for the nation as a whole; and (6) migrant births which occur outside the hospital at a rate 9 times higher than the national rate.[2]

The influence of the border Texas shares with Mexico cannot be ignored as a factor in the above cited statistics. Unfortunately, communicable diseases do not recognize borders. Too, the use by migrants of "curanderas," -- lay healers -- in Mexico and Texas, and the use of home remedies are both common practices.

In spite of the establishment of health programs specifically earmarked for migrant farmworkers, such as those funded under the federal Migrant Health Act, inadequate appropriations and the lack of programs which offer a full range of health services impede any real progress in improving the health status of the farmworker population. The implementation of a total health-care system for farmworkers is long overdue.

SAFETY AND HEALTH PRACTICES

While the true incidence of occupationally-related illnesses, morbidity, disability and mortality among farmworkers is presently unknown, it can be assumed that a combination of all the above health indicators affect the farmworker's productive capacity and life expectancy. Unsanitary living conditions, the lack of insect and rodent control, and other unhealthy environmental factors often breed disease and illness. In the "colonias" of the Lower Rio Grande Valley in Texas where a large number of migrant and seasonal farmworkers reside, waterborne diseases and improper sanitation is widespread.[3] Certain types of communicable diseases such as viral hepatitis, parasitism

and intestinal infections, and bacillary and amoebic dysentary are commonplace in these "colonias." The prevalence of disease and illness is expected when one considers the following: (1) over 20 of the 65 identified Valley colonias have no access to water; (2) 57 percent of the houses have no treated water; (3) 50 percent of the households use outhouses; and (4) none of the colonias have public sewer systems.[4]

The Occupational Safety and Health Act was enacted in 1970 to provide a healthy working environment for all Americans. In some instances, however, enforcement of agricultural safety and health standards and assessment of the impact of these hazards on the farmworker have not received the attention given to other industries.[5] There are numerous aspects of agricultural work to which safety and health standards should be addressed. More strenuous efforts need to be made to determine the true incidence of work-related illnesses and resulting disabilities among farmworkers.

The "Conference on Rural Health in South Texas" held in Corpus Christi in December, 1976, focused on the effective delivery of health services to rural residents, including migrant farmworkers.[6] Conferences of this type, to increase awareness of the scope of migrant health problems, to develop innovative approaches toward solving these problems, and to bring together individuals committed to the improvement of health and health care are necessary. Such conferences can serve as an important vehicle in insuring that the farmworker health needs and the hazardous environmental conditions in which they live and work continue to be recognized and addressed.

Recommendations:

- The Occupational Safety and Health Administration (OSHA) within the Department of Labor should strenuously enforce agricultural safety and health standards.

- The Occupational Safety and Health Administration should work with the Environmental Protection Agency to protect farmworkers from the dangers of pesticides through the development of a reporting system on the number of injuries suffered due to pesticides exposure, and through the requirement of reentry standards (i.e. the time period needed after a pesticide has been used until it is safe to pick the crop).

- The Inter-Agency Task Force on Migrant Labor should form a working group to initiate the development of a Texas sanitation law similar to the federal OSHA law.

- A state conference on Migrant Farmworker Health Care should be held on an annual basis and its proceedings should be widely disseminated among health care providers, appropriate state/federal agency administrators, and legislators.

- The Texas Water Development Board and the Texas Water Quality Board should assess water supply and sewage disposal needs in the "colonias" of the Rio Grande Valley and assist in providing access to a safe water supply and an adequate sewage treatment system.

HEALTH MANPOWER

A critical issue in the delivery of health services to rural residents has been the lack of adequate health care resources and manpower. A serious shortage and maldistribution of primary and secondary health personnel exists in South Texas where a majority of migrant farmworkers reside.[7] This is particularly distressing because this area contains the state's highest poverty pockets, a population which has higher incidences of illnesses, a larger percentage of children, and a large proportion of its residents living in rural areas where physicians shortages are greatest. Although some efforts are underway to increase the number of physicians, dentists, and other primary health care

practitioners in rural areas, physicians in rural areas continue to face high patient loads with little chance of recruiting replacements for those doctors near retirement age. Because a rural practice demands long hours and offers fewer cultural, recreational, and educational opportunities, recruitment of outside physicians is limited.

The demand for health practitioners continues to increase across the state as well as in the South Texas area. Many educational and training programs in the allied health field have been initiated in universities and community colleges throughout Texas to meet this demand. The Texas Hospital Association has projected a 25 percent increase by 1980 in allied health personnel over the present number of 40,649 employees. In South Texas and other areas having large Spanish-speaking populations, emphasis has been placed on recruiting more Mexican Americans into health related professions. In California, the medicorps concept is being used successfully in recruiting migrant youth into college level health training programs and preparing them to work in migrant settings after completion of the four year program.[8]

The use of mid-level health practitioners, i.e. physician's assistants and nurse practitioners, has been supported by various health and consumer groups as a partial solution to rural health care delivery needs. To date, however, legal implications regarding the use of physician assistants under the Texas Medical Practice Act have been negative and created skepticism. During the 63rd Legislature, a State Rural Medical Education Board was established with the authority to provide loans or scholarships to medical students agreeing to practice in rural areas. However, sufficient funds have not been appropriated

to make this a viable program.

Serious attention must be given to the inability of small, rural communities to attract sufficient health personnel. The adequate availability of health care resources is necessary to keep the population healthy to secure and maintain gainful employment. Its implication for the farmworker is clear -- he has no paid sick leave -- if he does not work, he does not get paid.

Recommendations:

- The Legislature and state supported universities should take necessary actions to increase the utilization of mid-level health practitioners to meet the health needs in health manpower shortage areas.

- The Legislature should appropriate $1.2 million for the '78-'79 Biennium to the State Rural Medical Education Board for loans to medical students agreeing to practice in rural areas.

- The Texas Education Agency and the Texas College and University System Coordinating Board should explore the utilization of the California Medi-Corps concept as a means of providing new career opportunities for migrant youth and in increasing the number of health-related personnel who are sensitive to the needs of the farmworker family.

HEALTH CARE SYSTEMS

Until recently, farmworkers had little or no access to modern medical delivery systems which offered continuous and quality health care. In many instances, the mobility of the migrant farmworker and his aversion to health care systems which are not sensitive to his unique or special needs, further contribute to his health related problems. At other times, the lack of adequate outreach techniques designed to assist the migrant in utilizing available health care has resulted in underutilization of health clinics. Many migrants encounter difficulty

obtaining medical services while traveling to or returning from work destinations.

The Migrant Health Act, P.L. 94-63, authorizes the Department of Health, Education and Welfare to make grants to public and non-profit private organizations to plan, develop, and operate Migrant Health Centers and Projects. This law also established guidelines for the operation of these agencies, one of which requires that the governing boards of such agencies include a majority of migrants as active, participating members. Migrant Health Centers are located in areas where 6,000 or more migrants reside for two months or more during the year; they provide comprehensive medical and referral services. Migrant Health Projects are found in areas having less than 6,000 migrants for two months or more during the year; they provide emergency and primary care and have cooperative agreements with other health care facilities for referral purposes. The Migrant Health Program currently funds 95 Migrant Health Centers and Projects with 30 others co-funded by other organizations.[9] Migrant Health Projects will receive $30 million for 1977 and it is expected that nearly 500,000 migrants will be served.[10]

Texas, Oklahoma, Louisiana and New Mexico (Region VI) have eighteen (18) migrant health projects.[11] A list of Texas projects is included in Appendix F. The services provided by these clinics vary from locality to locality, depending on resources and needs of the clientel, although all clinics strive to provide comprehensive medical services. In an attempt to facilitate continuity of medical services to migrants, the National Migrant Health Referral Project located in Austin operates

a referral system that allows migrant health clinics to transfer patient information as migrants travel from one state to another.[12] Approximately 360 clinics participate in the referral system nationally.

In Laredo, the Migrant Health Clinic enrolls migrant families in a subsidized health insurance plan which gives migrants the option of using the local clinic or the services of a private physician whether at home or in their work areas. This plan, in cooperation with Blue Cross-Blue Shield and the University of Texas School of Public Health, has provided Laredo migrant families with equal access to "mainstream medicine" and is another approach to providing continual, comprehensive medical care to migrant families.[13] Su Clinic Familiar, a migrant health provider in Harlingen, has responded to the health needs of farmworkers through a pre-paid health insurance plan contracted out to existing medical facilities in the immediate area.[14] The Laredo and Harlingen projects serve only a relatively small number of families compared to the total number needing the health insurance plan.

Besides the migrant farmworker's mobility, another major barrier to health care services is his inability to pay. As cited above, the federal government is piloting a form of national health insurance. The final decision of the federal government with respect to national health insurance has long been awaited. And although public programs such as Medicare and Medicaid exist, unfortunately many of the "medically indigent" are unable to qualify for them.

According to a Harlingen physician, 77% of the people in Cameron County in 1974 with an annual income of less than $3,000 (primarily

agricultural workers) did not qualify for any substantial medical program. Consequently, we find farmworkers utilizing Mexico's health care system where the language and culture is familiar, and/or using their own home remedies. These alternative medical systems include the use of "curanderas," "parteras," pharmacists on both sides of the border, and Mexican doctors.[15] The transmittal of communicable diseases across the border continues to be difficult to control and of great concern to health officials. Closer cooperation with Mexico and the training of health professionals who work with farmworkers to understand the cultural and social aspects associated with some of the traditional methods practices are necessary.

Recommendations:

- The Department of Health, Education and Welfare and the Department of Labor should consider and pilot various health care approaches for migrant farmworkers such as the Laredo "fee for service plan" and the "pre-paid plan" utilized by Su Clinica Familiar.

- Increased appropriations should be requested for funding migrant health clinics by the Department of Health, Education and Welfare.

- The National Migrant Health Referral Project should request the necessary funds and take appropriate actions to have all migrant health providers utilize and participate in their program.

- The Good Neighbor Commission and other state agencies should initiate more effective communication and coordination with Mexico on mutual health related issues such as health insurance, communicable disease control, and professional exchange of information.

- A federal task force, chaired by the Department of Health, Education and Welfare, should develop and implement a national farmworker-health policy.

FOOTNOTES

[1]Inter-Agency Committee on Farmworker Issues: A Federal Farmworker Strategy. Working paper distributed at Inter-regional Committee on Migrant Labor Meeting, El Paso, Texas, March 1976.

[2]Senate Report No. 93-1295 on the Farm Labor Contractor Registration Act Amendments of 1974, Committee on Labor and Public Welfare, p. 2.

[3]Colonias in the Lower Rio Grande Valley of South Texas: A Summary Report. University of Texas at Austin, LBJ School of Public Affairs, 1977, p. 10.

[4]Ibid.

[5]Inter-Agency Committee on Farmworker Issues: A Federal Farmworker Strategy, p. 9.

[6]Conference sponsored by the Children's Heart Program of South Texas, Driscoll Foundation Children's Hospital and supported by the Texas Department of Community Affairs and the Greater South Texas Cultural Basin Commission.

[7]Regional Human Resource Development Project, Phase II Report. Greater South Texas Cultural Basin Commission (Austin, Texas). January 1977, p. 73-75.

[8]California Medi-Corps Program interview with Herb White, Director.

[9]Agenda, March/April 1977, Vol. 7, No. 2, p. 20.

[10]Ibid., p. 21.

[11]Presentation by Glenn A. Bill, Regional Program Consultant, Public Health Service, "Conference on Rural Health in South Texas," December 9, 1976.

[12]It is expected that this system will be made available to other health providers such as Community Health Centers (CHC), Rural Health Initiatives (RHI), Health Underserved Rural Areas (HURA), the Emergency Medical Service Program (EMS), and the National Health Service Corps (NHSC). Interview with Dan Cardenas, Director, National Migrant Health Referral Project, Austin, Texas. For a complete description of the Referral Project, see 1975 Texas Migrant Labor Report, published by the Good Neighbor Commission of Texas.

[13]Inter-Agency Committee on Farmworker Issues: A Federal Farmworker Strategy, p. 12.

[14]Su Clinica Familiar is located in Harlingen and provides some of its services through a pre-paid plan arrangement with a private San Benito clinic which provides comprehensive medical services.

[15]Taken from comments made by Manuel Lopez, Executive Director, Brownsville Catholic Diocese at the Conference on Rural Health in South Texas, Corpus Christi, Texas, December 9-10, 1976.

# HOUSING

Migrant farmworkers have three distinct types of housing needs: (1) home-based housing, (2) on-the-job farm labor housing, and (3) on-the-road housing and rest areas. Once again we find that in South Texas, home-base for a majority of migrants, housing problems are more severe compared to the rest of the state. In 1970, 37 counties of a 40-county region had median home values of less than the state's $12,000 and 36 percent of the region's population lived in crowded housing.[1] Home-based housing needs of migrants are similar to those encountered by most economically disadvantaged individuals. However, Texas farmworkers who reside in "colonias", which are small unincorporated communities, often face additional health related housing problems such as unsafe drinking water supplies and no public sewage disposal.[2]

Other than the Migrant Farm Labor Center in Hope, Arkansas, migrants have no in-transit housing or rest stop facilities between their home-based areas and their destination work areas.[3] As a consequence, the family often travels thousands of miles across the United States without access to safe, economical, and supervised overnight rest areas. Once on the job site, the migrant needs temporary farm labor housing on or near his place of employment. Farm labor housing is generally provided by the employer (grower) and the quality of such housing varies from employer to employer. In Texas, the Texas Department of Health Resources is charged with the responsibility of enforcing the Migrant Labor Camp Law.[4]

There are various federal and state agencies and organizations which provide housing assistance at the federal level, the Farmers Home



p. 72 blank

Administration (FmHA) provides limited financial assistance under the Labor Housing Program (Sections 514, 516, 521) to farmers, state or local public agencies, and private non-profit organizations, including non-profit organizations of farmworkers. The U.S. Housing and Urban Development (HUD) under Section 202 and Section 8 can provide technical assistance, training and direct loans for the purpose of constructing and rehabilitating housing for the economically disadvantaged. The Rural Housing Alliance (RHA) is a national non-profit federally funded corporation with headquarters in Washington, D.C. It administers much of the Department of Labor's self-help housing funds which can be used to help migrants build their own homes. RHA also provides technical assistance to community groups and publishes informational bulletins. The Housing Assistance Council (HAC) is also a national federally funded non-profit corporation located in Washington, D.C. HAC provides financial and technical assistance to organizations and communities interested in rural housing. The Housing Division of the Texas Department of Community Affairs provides technical assistance and information regarding housing in general for the state. The Texas Housing Development Corporation (THDC) is a state-wide non-profit organization which provides housing assistance for both rural and urban areas.

Several problems hinder the efforts of those agencies designed to assist the migrant farmworker obtain safe, adequate and sanitary housing. In addition to the lack of adequate funding for such assistance, migrant housing needs have not received enough attention to make it a priority. There appears to be an insufficient number of trained and qualified housing specialists who can identify funding sources, package grants,

and provide follow through technical assistance to individuals and communities interested in providing better housing conditions for the state's migrant and seasonal farmworker population Inadequate funding and resources make it extremely difficult to allow for comprehensive enforcement of existing labor camp housing legislation, although some improvement has been noted in this area recently.

The state of Texas has no control over farm labor housing in other states but it can influence housing conditions and provide rest stops within its own boundaries. By seeking to provide more low and moderate income housing and monies to rehabilitate existing substandard housing, Texas can help the general "poverty" population, as well as migrants, meet their housing needs.

HOME-BASED HOUSING

Closely corresponding to poor employment, low income levels and poor nutritional habits are substandard housing conditions. Migrant and seasonal farmworkers have less buying power than most other groups in the state and consequently a larger percentage of migrant families live in substandard, crowded, and otherwise inadequate housing. More than half of the state's migrant and seasonal farmworkers reside in the area bordered by Del Rio on the west, Corpus Christi on the east, San Antonio on the north, and Brownsville on the south. This region is characterized by extreme poverty pockets, and housing conditions are correspondingly substandard. Overcrowded housing and inadequate plumbing statistics rise as one moves closer to the counties bordering Mexico. For example, in Cameron County 29 percent of the population lives in overcrowded housing and 21.1 percent have inadequate plumbing; in

Hidalgo County 33.4 percent of the population lives in overcrowded housing and 25.7 percent live in housing with inadequate plumbing; in Starr County 34.5 percent of the population lives in overcrowded housing and nearly half -- 47.1 percent -- lives in housing with inadequate plumbing.[5] It is significant to note that these three counties have a large farmworker labor force: Cameron (6.8 percent), Hidalgo (13.7 percent), Starr (20.8 percent).[6] These three counties account for more than 150,000 persons who reside in migrant and seasonal farmworker households, a large percentage of which have inadequate plumbing, overcrowded living conditions, inadequate water facilities, and are generally dilapidated.

It is apparent that housing assistance for migrant and seasonal farmworkers must be given increased emphasis by local, state and federal agencies concerned with providing funds and/or technical assistance to this target population. This assistance needs to be in the form of more flexible eligibility qualifications as well as information to potential homeowners who need to upgrade or renovate their existing housing facilities.

Recommendations:

- Federal agencies such as the U.S. Department of Agriculture, the U. S. Housing and Urban Development, the Economic Development Administration, and the Farmer's Home Administration should strive to improve coordination of services and make special efforts to serve migrant and seasonal farmworkers by re-examining loan criteria.

- The Texas Department of Community Affairs should fund or assist in funding county housing coordinators in rural counties with a high proportion of migrant and seasonal farmworkers. These local housing plans should then be integrated with state housing plans to provide a coherent and logical planning process at the state and local level.

- The number of housing specialists in the Texas Department of Community Affairs should be increased to provide developmental assistance on grant and loan packaging and general housing information to local housing coordinators.

LABOR CAMP HOUSING

Migrant farmworkers are also faced with labor camp housing problems while performing agricultural work. Labor housing is subject to federal and state regulation, and it is generally agreed that enforcement of existing legislation is a major problem due to lack of manpower. At the federal level, the Occupational Safety and Health Administration (OSHA) is responsible for enforcing federal labor camp legislation. Texas has enacted a Migrant Labor Camp Law which, as amended in 1975, stipulates that all providers of migrant farm housing must be licensed when providing housing for three workers or two families for more than three days. The license is valid for one year, consequently the camp must be inspected annually. Failure to comply is a misdemeanor. The Texas Department of Health Resources administers the law and is empowered to seek an injunction to close the camp in the case of repeated and flagrant violations.[7] The Department also has an inter-agency contract with the Texas Employment Commission to inspect all housing in which migrants are housed in Texas. Two kinds of permits are issued: (1) Permanent (if the camp meets all requirements) and (2) Temporary (if the camp is under construction and is expected to meet all requirements). Of the estimated 400 camps throughout the state, 171 have licenses, 39 of which are permanent.[8]

The Farmers Home Administration (FmHA) Farm Labor Housing Program -- Sections 514, 516, and 521 -- provides financial assistance at low interest rates to individual farmers, associations of farmers, state or

local public agencies, and private non-profit organizations including non-profit organizations of farmworkers. Since 1968, Texas migrant housing providers have made steady use of these FmHA funds, although some criticism has centered on the slow response of the FmHA to migrant farmworker concerns.[9] One of the continuing problems in the area of housing has been the scarcity of housing specialists at the state and local levels who have the expertise to identify housing needs, initiate housing projects, package proposals, and obtain funding for these projects.

Recommendations:

- The Texas Department of Health Resources should continue to aggressively enforce state farm labor housing laws in order to protect the health and safety of the migrant and seasonal farmworker in Texas.
- The Texas Department of Community Affairs Housing Division should hire at least one housing development coordinator who is trained in the complexities of migrant farm labor housing.
- The Inter-Agency Task Force on Migrant Labor, the Texas Department of Health Resources' Migrant Camp Inspection Program, the Texas Department of Community Affairs, and other state agencies concerned with migrant affairs, should work jointly to develop a long range plan for migrant labor housing development in Texas.

REST STOPS FOR MIGRANTS

Despite the fact that Texas has the largest migrant farmworker population in the country, the state has no rest stop facilities for migrants traveling long distance to and from their work destinations. The need for such rest stops is evident since Texas migrants extensively utilize the only overnight rest stop in the country located in Hope, Arkansas. Statistics gathered from the Migrant Farm Labor Center indicate that an average of 40,000 migrants use this

facility annually on their way to and from work destinations.[10] These statistics clearly illustrate that the majority of these migrant farmworkers are from Texas, primarily the Lower Rio Grande Valley. Consequently, those coming from the Rio Grande Valley often have to travel 500-700 miles to reach the Hope Migrant Farm Labor Center for a one-night stay or a few hours of rest. Other Texas migrants who do not use this route have no supervised rest facility at all. The establishment of several rest stops in Texas for migrants who otherwise have no place where they can safely stop for a few hours of rest, lodging, cooking accommodations, and/or emergency car repair is a logical investment and a service that would be of real benefit to our migrant families.

Recommendation:

. The Legislature should appropriate funds to the Texas Employment Commission to establish several migrant farm labor rest stop centers patterned after the Hope, Arkansas Migrant Farm Labor Center and be strategically located to accommodate the various migrant streams leaving and returning from Texas.

FOOTNOTES

[1]U.S. Department of Commerce, Bureau of the Census, 1970 Census of Housing, General Housing Characteristics in Texas, Washington, D.C., pp. 7 and 164-167.

[2]Colonias in the Lower Rio Grande Valley of South Texas: A Summary Report. University of Texas at Austin, LBJ School of Public Affairs, Number 18, 1977.

[3]The Migrant Farm Labor Center is located in Hope, Arkansas and provides overnight lodging, cooking and recreational facilities, and other incidental types of services needed by traveling migrant farmworkers, most of whom are from South Texas. It has been in operation since 1960 and is funded by the Arkansas Employment Service.

[4]The Texas Migrant Labor Camp Code was enacted by the Texas Legislature in 1971 and it required all labor housing which provided living quarters for 15 or more agricultural workers for more than three days to be licensed. In 1975, it was amended to include all labor housing which provided living quarters for three migrants or two families for more than three days.

[5]Texas Department of Community Affairs, Poverty in Texas 1973, Austin, Texas, 1974, Table A-2, pp. 207-263.

[6]Ibid.

[7]The Texas Department of Health Resources has been funded to implement a pilot project which expands their Migrant Labor Camp Project staff and provides for more on-site inspections. TDHR has also recently initiated legal action against several camps which have not complied with the regulations of the labor housing code.

[8]Statements by Troy Lowry, Sanitation Consultant with the Texas Migrant Camp Inspection Program, State Conference on Migrant Affairs, Austin, Texas, February 4, 1977.

[9]"Migrant Farmworker Labor Housing in Texas." Paper prepared by David B. Winn, University of Texas Law School, March 1977. The Good Neighbor Commission of Texas wishes to acknowledge the information provided by Mr. Winn in preparing this section of the report.

[10]Statistics provided by Mr. Richard Ramsey, Director of the Migrant Farm Labor Center in Hope, Arkansas.

## SOCIAL SERVICES

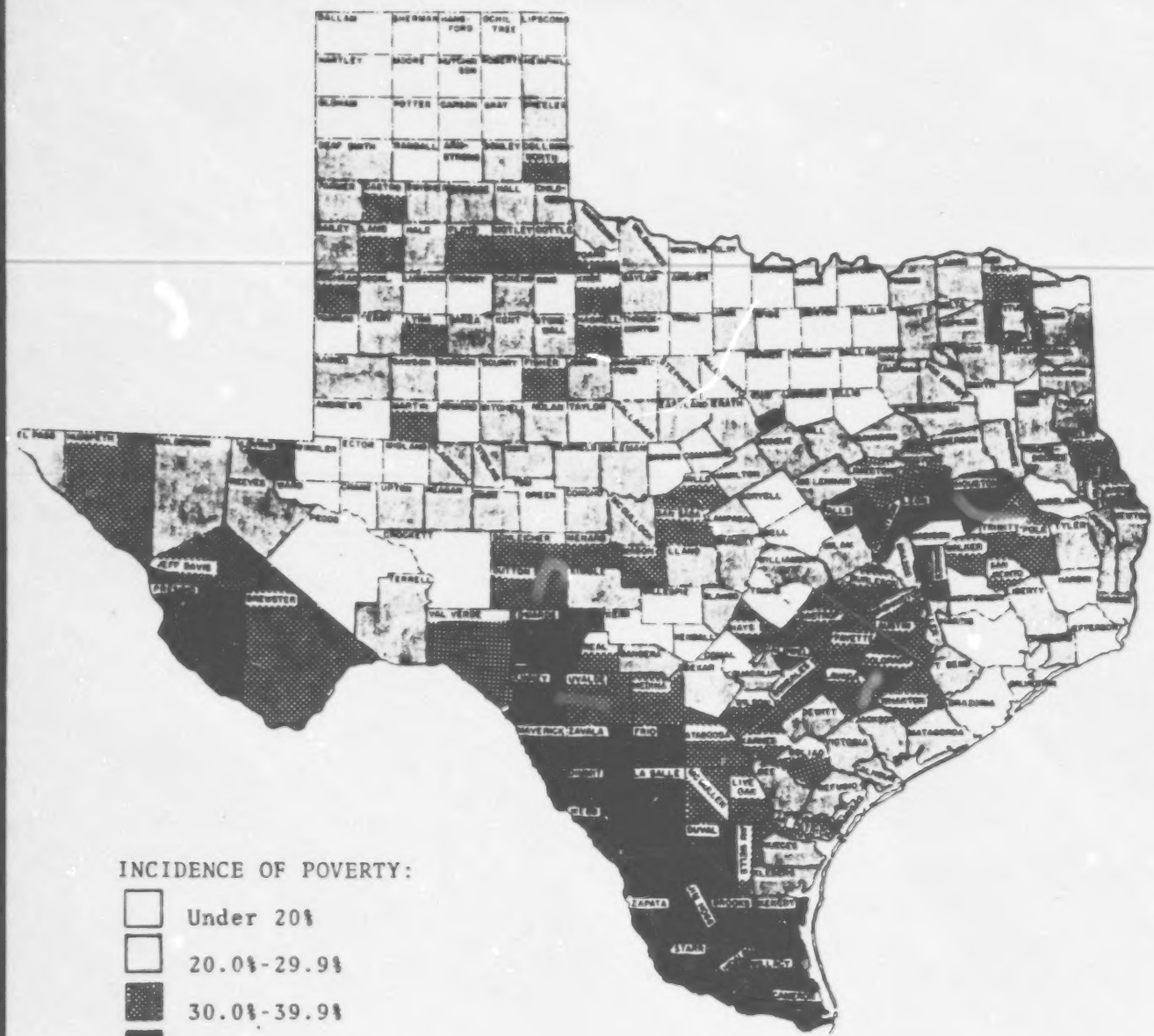
The social and economic problems of the migrant and seasonal farmworker are interrelated and overlap. The combination of poverty, illiteracy, and poor health reinforce each other and sustain the barriers to entrance in the labor market by the farmworker. Thus, he finds himself trapped in what seems to a hopeless cycle of life. The provision of social services to meet human and basic needs, consequently becomes critical to the opportunity for the farmworker to break out of the poverty cycle. (See Figure 5 for correlation between the incidence of poverty and geographic location of farmworkers).

Although migrant and seasonal farmworkers are in need of available social services, a number of real and artificially created barriers often deny them access. These barriers include: (1) lack of information about programs, (2) no single definition of the migrant and seasonal farmworker for program eligibility, (3) lack of interagency and intergovernmental coordination, (4) inadequate documentation of the number of migrant and seasonal farmworkers, (5) service planning and delivery approaches that are not sensitive to the migrant's special needs, and (6) suspicion and distrust of social service agencies. Furthermore, the migrant's low educational and training levels and his mobility makes him a difficult population with which to work. Therefore, if social service agencies are to effectively serve and assist migrant farmworkers, coordination of services and the development of a special sensitivity in planning and delivery approaches must be achieved.

FIGURE 5

POVERTY AND GEOGRAPHIC DISTRIBUTION

INCIDENCE OF POVERTY IN TEXAS BY COUNTY




SOURCE: POVERTY IN TEXAS BY TDCA, 1974



page 82 blank

## IDENTIFICATION OF FARMWORKERS

One of the most persistent problems in migrant affairs has been the inability to document the number of migrant and seasonal farmworkers who reside not only in Texas, but across the country. A number of interrelated factors has contributed to this situation. The mobility of farmworkers presents census takers with special problems, additionally, Spanish speaking farmworkers are particularly reluctant to have contact with census takers or other "official looking individuals." In other cases, migrant and seasonal farmworkers are often overlooked by census takers because of their geographic isolation in some rural areas.

There have been several efforts to identify farmworkers in Texas in response to federal agency requests, i.e., the U.S. Department of Labor, to develop "migrant profiles" in individual states. Migrant and seasonal farmworker estimates have ranged from 275,000 in 1972 to 496,000 in 1976.[1]

The 1976 Migrant Population Survey, using the five year criteria (since 1970), found that there were approximately 85,600 migrant and dependents.[2] This study confirmed and further documented that migrant and seasonal farmworker families in Texas are overwhelmingly of Mexican origin (95 percent), that migrant and seasonal farmworker family size is significantly larger than the national average (6 per household), that a large percentage of migrant and seasonal farmworkers earn household incomes well below established poverty guidelines, and that not all eligible and needy migrant and seasonal farmworkers receive assistance from social service agencies.



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A recurring issue has been the inability of federal agencies to agree on a single definition of the migrant and seasonal farmworker for program eligibility.[3] As a general rule, estimates provided by federal agencies not only differ from one another but are substantially lower than other surveys. These discrepancies are the result of the "eligibility criteria" utilized by different agencies in determining allocation of federal funds to states having migrant farmworker populations. The U.S. Office of Education offers its services to any migrant farmworker who has been engaged in agricultural work within the last five years. The Department of Health, Education and Welfare (HEW) uses the twenty-four month criteria in determining eligibility for health services, while the U.S. Department of Labor limits its manpower and supportive services under CETA Title III, Section 303 funding to those individuals who have been in the migrant stream within the last 18 months. Consequently, while there might be up to 500,000 migrant and seasonal farmworker children and adults in Texas, the number of persons actually eligible for services or identified as a migrant is significantly less, depending on the "eligibility criteria" used by the agency to which the farmworker applies for assistance. Because it is often impossible to determine the number of migrants who are eligible for services under differing federal agency criteria, it is also difficult to document the number of migrant farmworkers who are not receiving needed assistance.[4]

Recommendations:

. Federal agencies should review their legislative mandates and policies to insure that migrants and other farmworkers are not inadvertantly excluded from any service program.

- Federal and state agencies should realign their administrative regulations and eligibility criteria to facilitate overall delivery of services to migrants.

- The President of the United States should establish a task force at the federal level to develop a uniform definition for migrant and seasonal farmworkers. This definition should be utilized in program eligibility criteria by all federal agencies.

SERVICE PLANNING AND DELIVERY

The problems associated with the effective planning and delivery of services are many and varied. Many farmworkers do not use social service agencies simply because they do not know they exist and some spurn this assistance because of the demeaning attitude attributed to any type of "welfare". Others have had negative experiences with social service providers which have created distrust and suspicion. And, specifically in the case of the migrant, rules and regulations have excluded them from receiving needed services -- especially when they leave their home-based area. In some instances, effective bilingual outreach activity to inform the migrant about available services is inadequate or non-existent. Another problem that has repeatedly surfaced has been the lack of interagency coordination.

The lack of specific studies focusing on the gaps in social service delivery systems inhibits the development of coherent planning strategies to meet both short-term and long-term needs of the migrant and seasonal farmworker. However, there are a series of common characteristics among families which have emerged over a period of time and of which social planners should be aware. Problems encountered by migrant farmworkers are multiple in nature, although

the underlying cause is basically economic. Therefore, efforts to address their problems should not be isolated ventures, but comprehensive and coordinated approaches.

Migrants are family centered and often travel as a group to their work destinations. Migrant farmworkers also live in "culturally isolated" home-based areas and have traditionally been a hard-to-reach group. Special efforts should be made to make them aware of available services and to encourage utilization of needed services. Outreach workers who come from migrant backgrounds and are bilingual and understand cultural differences should be used more extensively. All information disseminated should be presented in Spanish and English as well as in culturally appropriate context.

Many agencies and programs have found that alternative techniques and approaches are needed oftentimes in attempting to deal with the migrant family who faces a myriad of personal, social, and economic problems. They have also generally acknowledged a need to simplify application procedures and to cut "red tape". But, the need for coordination of services and communication among service providers is recognized as the single most important factor impacting on the planning and delivery of services. Limited resources demand the coordination of migrant related programs and activities become a reality. The lack of interagency and intergovernmental coordination has, in many cases, resulted in costly duplication and gaps in services. This remains a major problem in Texas and other states as well.

Recommendations:

. Service providers should include components in their programs to provide referral and follow-up for the continuity of services to farmworkers as they migrate from their home-base to work destinations in other states.

- Social service agencies should implement aggressive outreach programs to reach needy farmworker families, especially in rural and semi-rural areas.

- State agencies and local providers should make special efforts to encourage the use of voluntary consumers as outreach workers in their own communities by identifying, recruiting, and training such individuals in outreach techniques. In addition, persons from migrant communities should be given the opportunity to explore careers in the many social services occupations in local, state, and federal agencies.

- Coordination and communication among service providers should be expanded and improved through local initiatives and existing coordinating mechanisms such as the Interregional Committee on Migrants, and Inter-Agency Task Force on Migrant Labor, and the State Inter-Agency Council on Health and Human Resources.

- The Legislature should establish a committee or study group to review the problems of Texas migrant and seasonal farmworkers and develop legislative actions and proposals to insure coordination of state services and programs to farmworkers. The establishment of a framework at the state level to develop a state plan for the coordinated planning and delivery of services to migrate and seasonal farmworkers should be included.

FOOTNOTES

[1]Governor's Office of Migrant Affairs, Migrant and Seasonal Farmworkers in Texas, Austin, 1976. (The 1972 estimates were published in The Texas Department of Health Migrant Survey).

[2]Governor's Office of Migrant Affairs, Migrant and Seasonal Farmworkers in Texas, Austin, 1976.

[3]This issue has been an ongoing concern of the Inter-Agency Task Force on Migrant Labor, the Interregional Committee on Migrants, and migrant program operators themselves who have to operate under existing federal policy and guidelines.

[4]A recent study conducted by the Governor's Office of Migrant Affairs in Texas indicated that slightly more than half of those migrants and seasonal farmworkers interviewed had received any type of assistance from social service agencies in the state.

Appendix A
Texas Migrant Education Program
Eligibility Criteria
Types of Programs

Participants in the Texas Migrant Education Program must meet the definition of a "currently migratory child" or a "formerly migratory child," found in Section 116d.2, Federal Register, Volume 40, Number 131 which reads as follows:

(1) "Currently migratory child" means a child who has moved with a parent or guardian within the past twelve months across a school district boundary or boundaries in order that a parent, guardian or member of his immediate family might secure temporary or seasonal employment in an agricultural or fishing activity.

(2) "Formerly migratory child" means a child who, with the concurrence of his parents, is deemed to be a migratory child on the basis that he has been a currently migratory child as defined in this section but has ceased to be a currently migratory child within the last five years and currently resides in an area served by an agency carrying out a program or project under this part.

Educational Program

The educational program may be operated by a district on one or a combination of the following plans, according to its needs and situation:

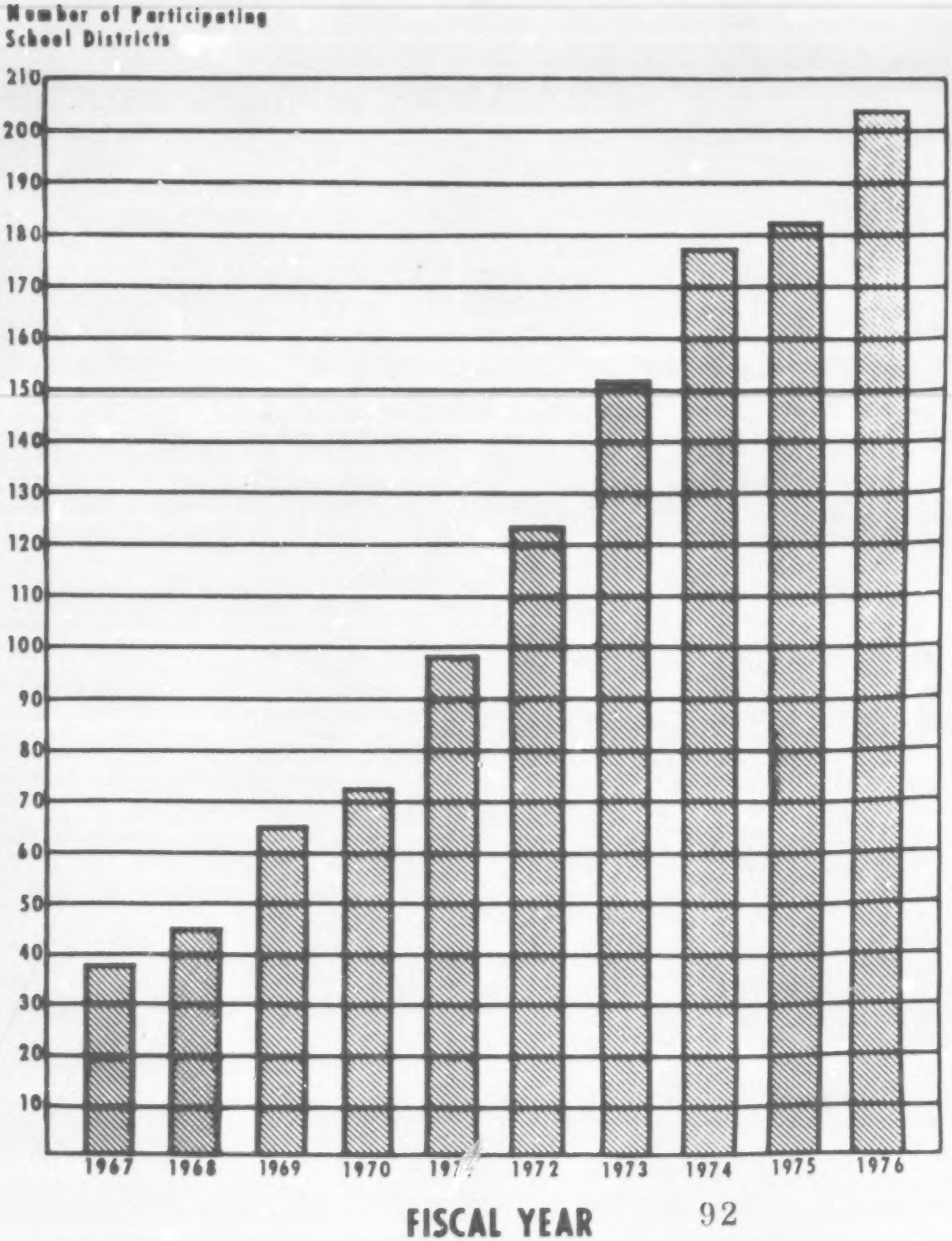
- Extra services during the day to provide supplementary instructional activities with a supplementary or resource teacher in a classroom, a circulating supplementary teacher, or teacher aides providing additional services;

- An extended day program in which migrant children participate in the regular school program and school day activities, but receive additional instruction after school; and

- Self-contained classrooms with only migrant pupils in a nongraded structure.

In all of these program structures, the objectives have been to provide the migrant pupils with social services (attendance services), clothing, transportation, fees, guidance and counseling, psychological services, dental and medical services, and food in support of instructional activities which focus on reading, oral language development, enrichment experiences, English language arts, and mathematics. Other objectives have placed special emphasis on parental involvement programs and model secondary programs. Summer school programs offer a variety of instructional activities, as well as enrichment, physical education, and recreational activities. Staff development activities have been provided for personnel involved with the migrant program.

# PARTICIPATION OF DISTRICTS



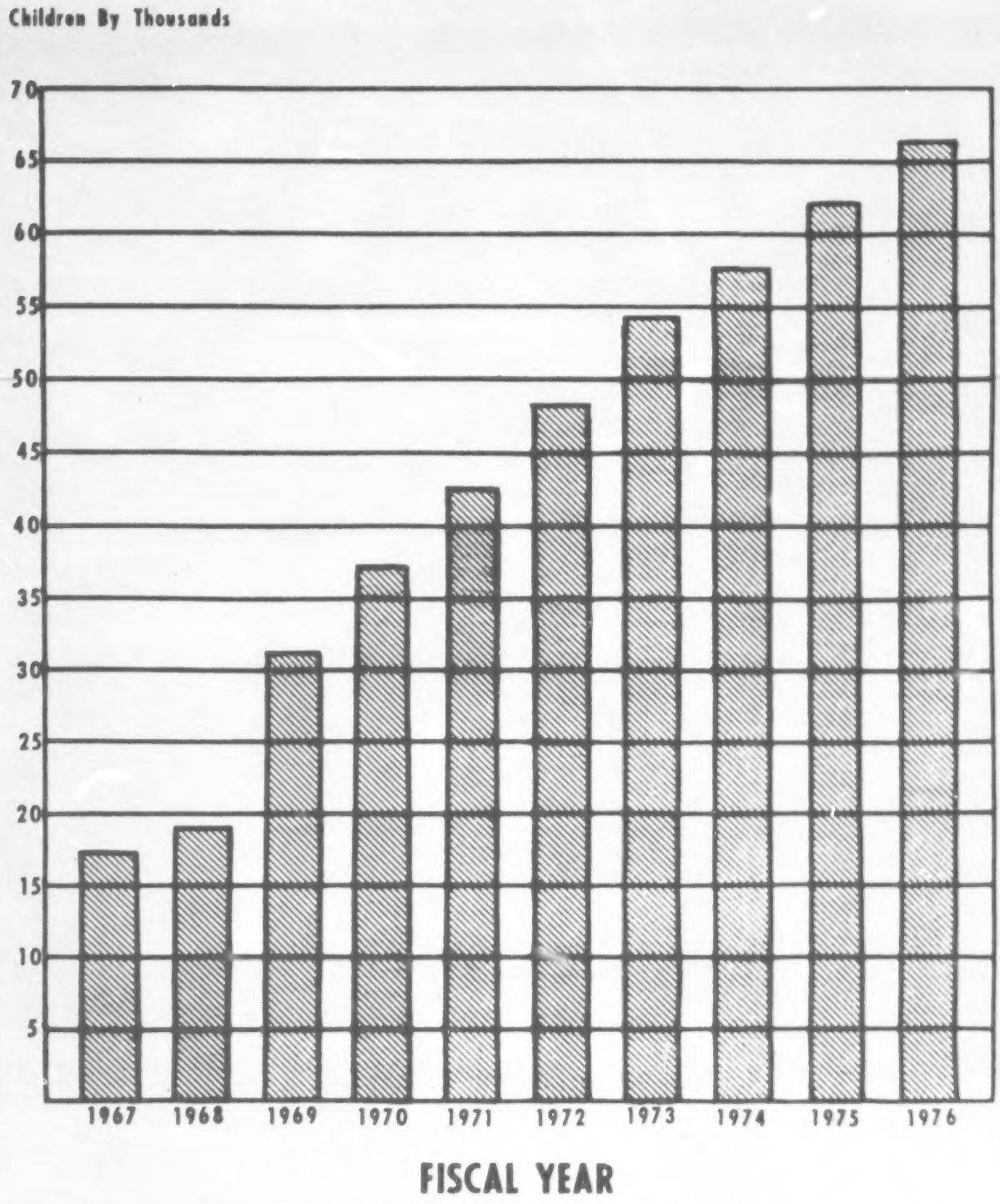



Source: Texas Education Agency, Annual Report of the Texas Migrant Program ESEA Title I, 1975-1976 (Austin, Texas), 1976.

page 92 blank

Appendix C

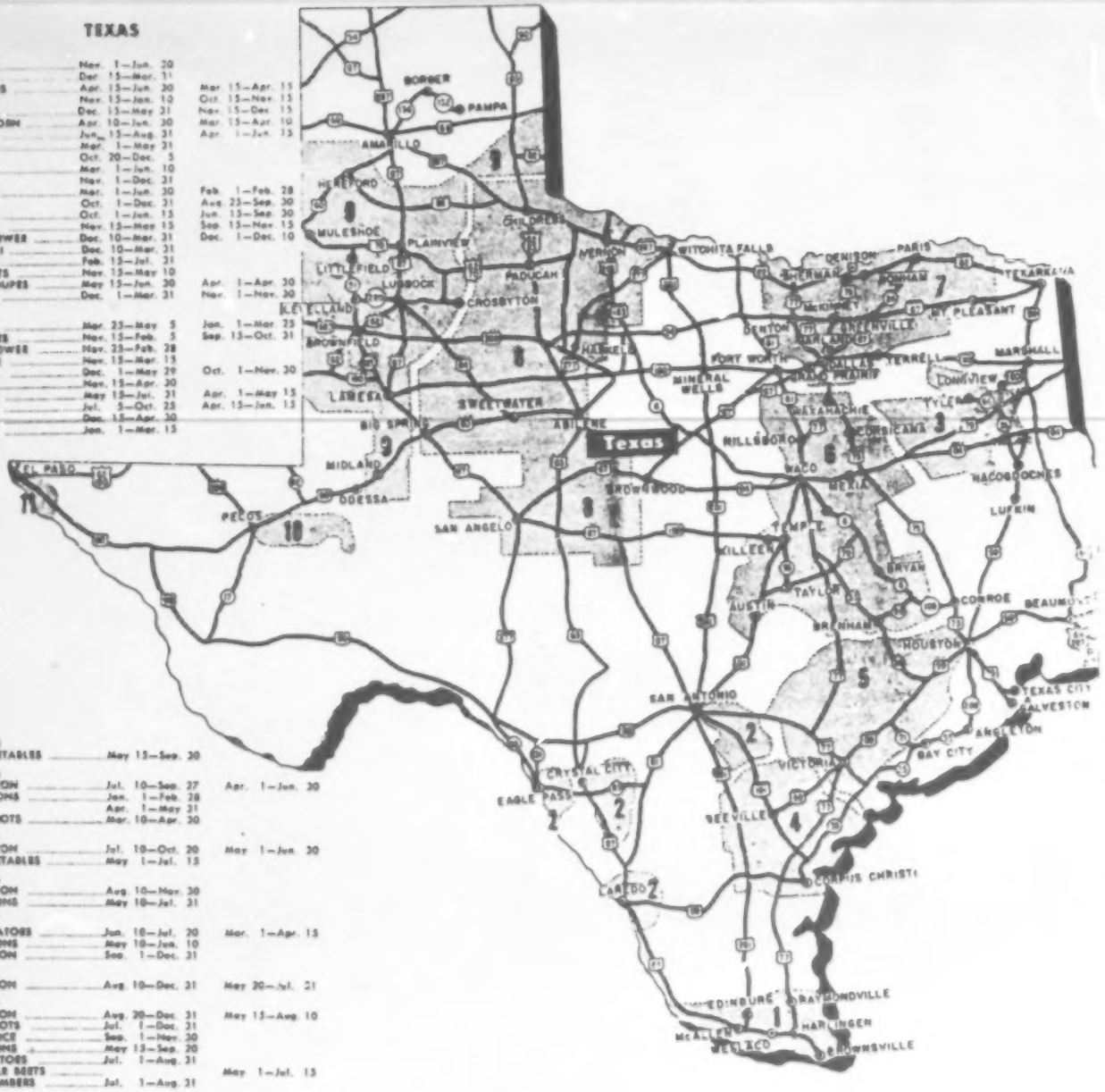
# PARTICIPATION TRENDS




Source: Texas Education Agency, Annual Report of the Texas Migrant Program ESEA Title I, 1975-1976 (Austin, Texas), 1976.

Appendix D

# CROPS BY AREAS IN TEXAS




SOURCE: FARM LABOR SERVICE



Page 96 blank

Appendix E

RECOMMENDATIONS/RESOLUTIONS
STATE CONFERENCE ON MIGRANT LABOR
Sponsored by
Good Neighbor Commission of Texas
and
Inter-Agency Task Force on Migrant Labor
February 2-4, 1977 Austin, Texas

The Good Neighbor Commission of Texas in cooperation with the Inter-Agency Task Force on Migrant Labor sponsored a State Conference on Migrant Affairs on February 2-4, 1977 in Austin, Texas. Mr. Manuel Garza, Executive Director of the Good Neighbor Commission was the moderator of a panel discussion which included Mr. Nolan Ward, Chairman of the Texas Employment Commission; Dr. Severo Gomez, Associate Commissioner, Texas Education Agency; Mr. Jim Moore, Director of Planning/Research, Texas Department of Health Resources and Dr. B. Stanley Bittinger, Professor of Sociology at Texas A & I University. Issues concerning Migrant Education, Migrant Health, Manpower/Employment Opportunities for Migrants, and Delivery of Social Services for Migrants were presented to Conference participants. Discussion of these issues were followed up in afternoon workshops specifically designed to solicit input from Conference participants. The attached resolutions evolved from the four workshops during this Conference.

The Good Neighbor Commission of Texas and the Inter-Agency Task Force on Migrant Labor would like to express its appreciation to all Conference participants for their willingness to share/exchange information which hopefully will have a measure of positive impact on the many problems facing the migrant and seasonal farmworker not only in Texas, but across the country. Special recognition is given to the following individuals who acted as moderators for the workshops and assisted in the planning of this Conference:

Dan Cardenas, Director
Natl. Migrant Health Referral Proj.
Austin, Texas

Roy Fuentes
Natl. Education Association
Washington, D. C.

Herb White, Director
California Min-Corps
Chico, California

Margarito Peña
Farmers Home Administration
Temple, Texas

Dr. B. Stanley Bittinger
Texas A & I University
Kingsville, Texas

Uvaldo Garcia, Field Rep.
Good Neighbor Commission
Edinburg, Texas

Bill Rudd, Field Rep.
Good Neighbor Commission
Brownsville, Texas

Troy Lowry
Tex. Dept. of Health Resources
Austin, Texas

Carl Hoffmeyer
Texas Education Agency
Austin, Texas

Dr. David Warner/Joe Morin
LBJ School of Public Affairs
University of Texas
Austin, Texas

## I. Rural and Migrant Health Care Workshop

The following recommendations/resolutions were introduced by participants in the Rural and Migrant Health Workshop:

A. That the state of Texas place more emphasis on utilization of mid-level health practitioners, i.e. physicians assistants and nurse practitioners, to meet migrant health needs in areas where they are highly concentrated and in other health care deficient rural areas in Texas;

B. That the Medi-Corps concept be adopted and utilized in the State of Texas to improve the health care delivery system of migrants and seasonal farmworkers and open up new career opportunities for migrant youth;

C. That the Good Neighbor Commission of Texas begin more effective coordination with Mexico on health related issues, such as health insurance, communicable disease control, and professional exchange of information;

D. That the feasibility of a State level sanitation law similar to the federal OSHA (Occupational Safety Health Administration) law be enacted;

E. That a careful study of the enforcement of health, pesticide and safety conditions of migrant labor in Texas and elsewhere be made;

F. That a special study be conducted to document the specific gaps in the social service delivery system in Texas.

## II. Housing Workshop

The following recommendations/resolutions were introduced by participants in the Housing Workshop:

A. Rural counties with a high incidence of migrants should hire county (housing) coordinators to assist the migrant in providing safe, sanitary, decent housing.

B. The number of housing specialists in state agencies should be increased and they should be assigned to problem rural areas. The "suitcase housing specialists" should remain in problem areas until there is relief. It is recommended that these housing specialists follow through on grant, loan packaging-application and work closely with local county housing coordinators;

C. Given the lack of migrant travel rest stop centers in the State of Texas and elsewhere in the country, more migrant labor rest stop centers should be provided for overnight layovers for those migrants traveling long distances to reach work destinations.

III. Manpower/Employment Workshop

The following recommendations/resolutions were introduced by participants in the Manpower/Employment Workshop:

A. WHEREAS, the devaluation of the Mexico peso has inflicted a severe and adverse effect on the lives of migrant and seasonal farmworkers in Texas, with special ill-effects on the contiguous Texas-Mexico border; and

WHEREAS, the national weather crisis is causing the many far-flung migrants an extended period of unemployment and forcing their premature return to their native state, thus further complicating the already diminished employment opportunity market; and

WHEREAS, these severe economic problems require immediate emergency action, as well as long-range remedial actions,

NOW, THEREFORE BE IT RESOLVED BY THESE ASSEMBLED THAT:

The Texas homebase areas for migrants and seasonal farmworkers be declared an economic disaster area by the Governor of the State of Texas and that emergency funds be provided to whatever extent necessary to alleviate these severe conditions through job creation, crisis intervention activity and both short and long-range economic development assistance.

AND, BE IT FURTHER RESOLVED that the Good Neighbor Commission of Texas be the principal agency utilized to coordinate these efforts through the existing delivery systems available to such agency.

B. WHEREAS, certain inequities have become apparent in the efforts of private labor recruiters in arranging out of state employment for the migrants of Texas; and

WHEREAS, these practices are detrimental to the interests of both the migrants and the State of Texas, now

THEREFORE BE IT RESOLVED that the State of Texas shall require all private labor recruiters of agricultural workers to file with the Texas Department of Labor and Standards a bona fide work order, a certificate on the adequacy of housing and all other information on transportation, wages, duration of employment, and all other necessary safeguards governing health and welfare conditions; said information to be furnished from the appropriate and governing agencies where these recruited agricultural workers are to be employed.

IV. Migrant Education Workshop

The following recommendations/resolutions were introduced by participants in the Migrant Education Workshop.

A. Given the limited number of secondary and post secondary programs in the educational system in Texas aimed at migrant youth, it was recommended that the State of Texas explore new and/or alternative educational opportunities for migrants at the secondary/post secondary level. Careful attention needs to be given to the goal of providing a wide range of educational/training options to migrant youth consumerate with their personal and occupational aspirations. Specific programs/concepts which merit consideration include:

(1) Career education concepts which can be implemented in such a way that will ensure that migrant youth are provided with adequate career exploration and awareness activities along with meaningful career motivation and decision-making mechanisms in school settings.

(2) Academic preparation, as well as vocational training opportunities, must be made equally available to all migrant youth in secondary and post secondary settings.

(3) Programs which have shown a high degree of success in working with migrant youth should be encouraged and expanded. Program models such as Upward Bound, HEP, CAMP, and the like, should be carefully evaluated for purposes of transferring successful teaching/counseling techniques into larger institutional settings in the State of Texas.

(4) The State of Texas, as well as other states having a large migrant population, should make special efforts to identify, develop, and implement programs at the secondary and post secondary levels which can maximize the continuity of instruction for migrant youth.

(5) Given the potential of the Mini-Corps program for migrant youth at the post secondary level, it was recommended that the Mini-Corps concept be seriously explored as an educational alternative for migrant youth in the State of Texas.

B. Given the limited educational/training skills of migrant and seasonal farmworker adults in Texas and given the limited number of funds/programs available for migrant adult education, it was recommended that the Division of Adult Education within the Texas Education Agency give consideration to making special efforts to meet the specific educational/training needs of migrant adults in Texas. It was also recommended that an adequate amount of state monies be allocated to support basic education efforts for migrant adults in Texas.

C. Recognizing the many constraints imposed by rules/regulations governing federal funding for migrant programs which inhibit the development of an effective interstate education delivery system, it was recommended that Title I Migrant monies be allocated for use by migrant programs which operate across state lines.

D. Given the dependence on federal funding for meeting the needs of the Texas migrant population and recognizing that Texas has the largest number of homebased migrant farmworkers, it was recommended as a priority item that the State of Texas set aside state funds (G.R. monies) to adequately meet the many educational and socio-economic needs of the migrant and seasonal farmworker in Texas.

E. Recognizing the uniqueness and effectiveness of the Migrant Communities Project in working with migrant adults, it was strongly recommended that the Girl Scouts of America organization maintain and expand this pilot project on a national basis.

F. Recognizing that migrant seasonal farmworkers rarely have input into policy making decisions which affect them and further recognizing that farmworkers infrequently attend conferences organized to address their needs, it was recommended that special efforts be made to invite migrant and seasonal farmworkers to such conferences in order to ensure their participation and input into any planning and/or policy decision which will potentially affect them.

G. Recognizing the potential of the Migrant Record Transfer System in meeting the needs of migrant children and in providing a continuity of services, it was resolved that a state organizational structure be formed to assure the maximum utilization of the Migrant Record Transfer System as an educational instrument providing each mobile child with a reasonal chance for an equal educational opportunity.

H. It was also recommended that the participants of the Conference endorse and support the efforts of the Good Neighbor Commission of Texas and the Inter-Agency Task Force on Migrant Labor in its efforts to establish better coordination and communication among the many agencies/programs serving migrant communities in order to maximize the utilization of the few available services to migrants and seasonal farmworkers in the State of Texas.

I. Recognizing the lack of follow-up to recommendations affecting migrants, it was further resolved that the Good Neighbor Commission of Texas promote and follow up on the recommendations developed at this Conference and present a status report to Conference participants within a reasonable time.

Appendix F

TEXAS MIGRANT HEALTH PROJECTS
Funded by the Department of Health, Education & Welfare
1976-1977

| PROJECT COUNTY | GRANTEE ORGANIZATION |
|---|---|
| Bexar | Southwest Migrant Association<br>San Antonio |
| Cameron | Su Clinica Familiar<br>Harlingen |
| Cameron | Cameron County Health Dept.<br>San Benito |
| De Leon | Leon Valley Migrant Health Project<br>De Leon |
| Gonzales | Gonzales Co. Migrant Health<br>and Family Planning Project<br>Gonzales |
| Hale | South Plains Health Provider<br>Organization, Inc.<br>Plainview |
| Hays | San Marcos-Hays County Migrant<br>Health Project<br>San Marcos |
| Hidalgo | Hidalgo County Health Care Corp.<br>Edinburg |
| Jim Wells | Jim Wells County Migrant<br>Health Project<br>Alice |
| LaSalle | LaSalle County Migrant<br>Health Project<br>Cotulla |
| San Patricio | Coastal Bend Migrant<br>Health Project<br>Mathis |
| Val Verde | Del Rio-Val Verde Migrant<br>Health Department<br>Del Rio |



Page 103 blank

| PROJECT COUNTY | GRANTEE ORGANIZATION |
| --- | --- |
| Webb | Laredo-Webb County Health Department<br>Laredo |
| Zavala | Zavala County Health Association<br>Crystal City |



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